Supreme Court, U.S.
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No. 08-

IN THE

Supreme Court of the United States

JOHN SANDOVAL,

Petitioner,

v.

LOS ANGELES COUNTY DPSS, *et al.*,

Respondents.

ON PETITION FOR A WRIT OF CERTIORARI TO THE COURT OF APPEAL OF THE STATE OF CALIFORNIA, SECOND APPELLATE DISTRICT

PETITION FOR A WRIT OF CERTIORARI

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QUESTIONS PRESENTED

At the appellate level, Sandoval presented six questions on appeal. Three of the questions, constitutionality of Los Angeles County Code § 5.12.030, error in the jury instruction, and error in the special verdict, all revolve around the same County Code. For purposes of this petition, the above questions presented at the appellate level are now distilled into one question: constitutionality of Los Angeles County Code § 5.12.030, with the hope that if certiorari is granted on that question, the other questions can be easily reconciled.

That said, the central focus of this petition is the constitutionality of a Los Angeles County ordinance *vis-a-vis* the mandate of the Due Process Clause of the Fourteenth Amendment to the United States Constitution regarding notice and opportunity to be heard before a public employee's vested property right in continued employment is divested.

Equally implicated in this petition is the duty of a trial court in a civil case to ensure that a party's constitutional right to a fair and impartial jury as secured by the Seventh Amendment to the United States Constitution is scrupulously observed. Also implicated, is the often debated question: Who is a final policy maker for purposes of ratification in a municipal liability claim under 42 U.S.C. § 1983?

By this petition, three questions are presented:

1. Does the deemed resignation provision of the Los Angeles County Code which does not provide for a mandatory notification requirement before divesting a vested employee's constitutionally protected property right in continued employment comport with the due process provisions of the Fourteenth Amendment to the United States Constitution?

2. Does a County ordinance delegating policy-making authority to a department head satisfy the requirement for a finding of municipal liability under 42 U.S.C.§ 1983 under the theories of delegation and/or ratification when the department head exercises his or her powers pursuant to the ordinance?

3. In ensuring the parties right to a fair and impartial jury in a criminal case, it has been held that a trial judge has a duty upon notification to *sua sponte* inquire into evidence of possible juror misconduct: Is this duty to inquire into evidence of juror misconduct limited to criminal trials only, or does the duty also run to civil trials based on the Seventh Amendment guarantee of the United States Constitution?

In addition to the issues presented above, the Petitioner requests this Court if review is granted, to order a review of the entire decision of the court below to prevent a manifest miscarriage of justice.

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OPINION BELOW

The initial opinion of the California Court of Appeals, Second Appellate District, in the matter of *Sandoval v. Los Angeles County DPSS, et al.*, No. B200213, Superior Court No. BC 345719, was issued on December 19, 2008. The opinion was certified not for publication. [Appendix "A"] On January 2, 2009, Sandoval petitioned the court of appeal for rehearing. On the same day, the Respondents requested the court to certify its opinion for publication. On January 6, 2009, the court denied Sandoval's petition for rehearing. [Appendix "C"] In an order dated the same January 6, 2009, the court certified its opinion for partial publication. The published part of the opinion can be found in the official reporters as *Sandoval v. County of Los Angeles, DPSS*, (2008)169 Cal. App. 4th 1167.

STATEMENT OF JURISDICTION

The Court's jurisdiction is invoked under 28 U.S.C. § 1257(a). On January 28, 2009, following the denial of his petition for rehearing and the issuance of an order certifying the opinion for partial publication, Sandoval petitioned the California Supreme Court for review. The petition was denied *en banc* on March 25, 2009. [Appendix "D"]

CONSTITUTIONAL AND STATUTORY PROVISIONS INVOLVED

This petition implicates two provisions of the Constitution of the United States of America and a statutory provision of the Los Angeles County Code.

The first constitutional provision implicated in this petition is the Due Process guarantee of the Fourteenth Amendment to the United States Constitution that mandates notice and opportunity to be heard before a public employee's vested property right in continued employment is divested:

United States Constitution: Amendment XIV § 1

> "No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; nor shall any State deprive any person of life, liberty, or **property,** without due process of law . . ."

At loggerheads with the above constitutional provision, is a provision of the Los Angeles County Code which explicitly provides that notice and opportunity to be heard is not mandatory before a vested employee's constitutional right to continued employment is divested:

Los Angeles County Municipal Code § 5.12.030.

> The full text of the County Codes are provided as Appendix "E" pursuant to Supreme Court Rule 14.1.

The other constitutional provision implicated in this petition is the Seventh Amendment to the United States Constitution. Specifically, a party's right to fair and impartial jury in a civil action:

United States Constitution: Amendment VII

> "In Suits at common law, where the value in controversy shall exceed twenty dollars, the right of trial by jury shall be preserved . . ."

STATEMENT OF THE CASE

I. Sandoval filed a civil rights complaint against his former employer Los Angeles County Department of Public Social Services (DPSS) in January 2006. He stated seven claims for relief: retaliation in violation of California Government Code § 12940(h); retaliation in violation of 42 U.S.C. § 1983 (First Amendment); violation of 42 U.S.C. § 1983 (Denial of Due Process); disability discrimination in violation of California Government Code § 12940(m); violation of 42 U.S.C. § 1985(3) (Conspiracy to interfere with Civil Rights); wrongful termination in violation of public policy and intentional infliction of emotional distress. Only the two retaliation claims, the due process claim, and the wrongful termination were tried. Both the 42 U.S.C. § 1983 retaliation claim and the due process claim survived summary judgment. Only the two retaliation claims and the wrongful termination claim were sent to the jury The 42 U.S.C. § 1983 retaliation claim went to the jury on the theory of ratification. However, the due process claim that survived summary judgment on the same theory, was non-suited at the close of evidence,

allegedly for failure to prove evidence of custom, policy or usage as set forth by this Court in *Monell v. Dept. of Soc. Serv. N.Y.*, 436 U.S. 658 (1978).

II. Sandoval's claims arose out of the following facts: He started his employment with Los Angeles County DPSS (hereinafter DPSS) in 1991. He applied himself diligently to his work, he passed his probationary period timely and thereafter obtained a property interest in his continued employment per State law. He was highly commended by his supervisors and the department, up until 1997. In 1997, he observed Roberto Del Valle, a senior manager with DPSS groping a female subordinate on more than one occasion. He got the female co-worker to file sexual harassment charges against Mr. Del Valle. During the investigation, David Miyashita, a senior manager in the human resources department tried to get him to change his story. He refused. Following the investigation, Mr. Del Valle was fired. Sandoval further participated in the female employee's sexual harassment lawsuit against DPSS.

The attitude of DPSS' management changed towards Sandoval ever since the sexual harassment complaint against Mr. Del Valle and his refusal to change his story. Thereafter, he was subjected to a series of adverse employment actions. An attempt was made to unlawfully reassign him to another department. He was denied promotional opportunities by being intentionally downgraded in a promotional examination. He was refused a lead worker position which was a preparatory step to a supervisory and other managerial opportunities. Following another attempt to reassign

him in February 2001, Sandoval broke down and went out on worker's compensation leave. In January 2002, David Miyashita and other top brass of DPSS made up an excuse to terminate Sandoval.

He contested his termination through the Civil Service Commission and prevailed. The hearing officer ordered DPSS to reinstate him upon his prevailing in his Worker's Compensation claim and upon being declared fit to return to work. The hearing officer's order was ratified by a full panel of the Civil Service Commission in January 2003.

From 1991 to 2001, Sandoval resided with his parents on Randolph Street in Los Angeles. From late 2001 to late 2003, he resided in Copeland Street, in Lynwood, California. Both the hearing officer's report and the January 2003 order of the full panel of the Commission were mailed to Sandoval's most current address, the Lynwood address. The mailing list of both the order and the report, shows it was copied to DPSS human resources department and other employees of the County, putting DPSS and the County on notice as to Sandoval's most recent address.

In January and July 2003, DPSS sent Sandoval two letters asking him to come back to work. The letters were sent to his Los Angeles address as opposed to his most recent address, the Lynwood address. Both letters which were sent by certified mail came back unclaimed. A third letter authored by David Miyashita in October 2003, advising Sandoval that he will be deemed to have resigned his position if he did not come back by the

stated date was sent to his Los Angeles address.[1] That letter like the two before it, also came back unclaimed. Sandoval never received any letter from DPSS nor did any person from DPSS or otherwise, inform him that he should return to work or else he will be deemed to have resigned.

In June 2004, following his prevailing on his Worker's Compensation appeal, Sandoval reported to the DPSS human resources department to be reinstated and was denied reinstatement, ostensibly because he was deemed to have resigned under Los Angeles County Code §§ 5.12.020 and 5.12.030. The decision not to reinstate Sandoval was ratified by Wendy Benson-Higgins, David Miyashita's successor. The ratification was pursuant to the appointment powers of Bryce Yokamiso, the head of DPSS,[2] which he delegated to her. Hence this lawsuit.

Although the text of Los Angeles County Code § 5.12.030 provides for a finding of intent to resign and that the notice of deemed resignation must be sent to the employee's most recent address, the very last sentence of the Code provides that "Failure to give such written notice shall not cause such resignation to be ineffective." [*See* Exhibit "E"]

The above statutory provisions which does not mandate a notification requirement before an employee

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1. During trial, DPSS claimed to have also sent him regular mail which did not come back unclaimed.

2. Los Angeles County Code § 5.04.030(L) secured to Bryce Yokamiso, the authority to hire and fire.

is deemed to have resigned was given as a jury instruction over Mr. Sandoval's objection and was used as the basis for the special verdict. Hence his claims for instructional error and error in the special verdict in the court below.[3]

III. On March 5, 2007, during voir dire, Juror # 9 in response to Sandoval's counsel about friends or family members who have been fired from work, stated he knew someone who was fired from his job after his employer found out he had AIDS. After further dialogue with the juror, Sandoval's counsel moved on to other topics. The next day prior to selection of the jury, the trial judge asked all the jurors to reduce in writing any reason(s) why they should not serve on the jury. Juror # 9, a chiropractor, was one of the ones that responded. His only reason was a concern for his patients.

On March 7, 2007, after the jury has been selected, Juror # 9, wrote a letter to the trial judge stating in no uncertain terms that he is **actually** baised against Sandoval and his attorney. The letter was made available to the parties and their attorneys. Sandoval requested an immediate examination of the juror.[4] The court declined. The next day March 8, 2007, while Sandoval was still presenting his case-in-chief, the same juror was

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3. If the cert is granted, Sandoval urges this Court to use its supervisory power to order a briefing on those issues because they are closely linked to the constitutionality of the statute and his denial of a fair trial.

4. The Respondents deny that the request was made and if made was not affirmatively (forcefully) made.

seen openly reading a newspaper while a witness was on the stand testifying. Sandoval brought the misconduct to the court's attention. He once more requested an examination of the juror.[5] The court once again declined. On March 13, 2007, after the parties had completed their closing argument but before the matter was submitted to the jury, the trial judge finally decided to inquire into the allegations of juror misconduct.

The juror was enraged and questioned why the issue was not addressed earlier. No worthwhile answer was provided by the court. In response to the court's question whether he can be fair and impartial, the juror gave a half-hearted answer to the effect that he can be fair.

Sandoval declined to strike the juror at that late hour in the case because justice delayed is justice denied.

REASONS FOR GRANTING THE PETITION

This petition is worthy of certiorari because the California Court of Appeals decided important questions of federal law in a way that conflicts with this Court's decisions. The petition is also 'certworthy' because the court below decided an important question of federal law that presumably has not been, but should be settled by this Court.

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5. Respondents do not dispute the fact that Sandoval notified the trial court of the juror misconduct. But because of absence of transcript of the sidebar discussion, it is argued again no affirmative request was made to voir dire the juror.

I. REVIEW IS WARRANTED AS TO THE FIRST QUESTION PRESENTED BECAUSE WHETHER OR NOT LOS ANGELES COUNTY CODE § 5.12.030 WHICH DOES NOT PROVIDE FOR A MANDATORY NOTIFICATION REQUIREMENT BEFORE A VESTED EMPLOYEE'S PROPERTY RIGHT IN CONTINUED EMPLOYMENT IS DIVESTED, PRESENTS AN IMPORTANT QUESTION OF FEDERAL LAW AND THE DECISION OF THE COURT BELOW AS TO ITS CONSTITUTIONALITY CONFLICTS WITH THE RELEVANT DECISIONS OF THIS COURT ON THAT ISSUE.

The Fourteenth Amendment to the United States Constitution which was ratified on July 9, 1868, provides in pertinent parts that "No State shall make or enforce any law which shall abridge the privileges or immunities of citizens of the United States; **nor shall any State deprive any person of life, liberty, or property, without due process of law** . . ." The bold section of the above constitutional provision, known as the Due Process Clause, has long been held as a cornerstone of American judicial system.

Central to the issue of due process, is notice: prompting this Court to observe more than a half-century ago that "engrained in our concept of due process is the requirement of notice." [*See Lambert v. California*, 355 U.S. 225, 228 (1957)] And, that "notice is required before property interests are disturbed . . ." [*Id.*]

Still on the importance of notice in due process analysis, this Court in *Mullane v. Central Hanover Bank & Trust Co.*, 339 U.S. 306 (1950), stated that "an elementary and fundamental requirement of due process in any proceeding which is to be accorded finality is notice reasonably calculated, under all circumstances, to apprise interested parties of the pendency of the action and afford them an opportunity to present their objections." [*Id.* at 314]

According to this Court in *Mullane,* "when notice is a person's due, process which is a mere gesture is not due process." [*Id.* at 315] Going further, this Court observed that "the reasonableness and hence the constitutional validity of, any chosen method may be defended on the ground that it is, in itself, reasonably certain to inform those affected . . ." [*Id.*]

The observations of this Court in *Lambert* and *Mullane supra* on centrality of notice in a due process inquiry was recently confirmed by this Court in 2006, in *Jones v. Flower,* 547 U.S. 220 (2006). There, this Court stated that "a party's ability to take steps to safeguard its own interest does not relieve the State of its constitutional obligation." The constitutional obligation in question being – notice. [*Id.* at 222]

At issue here, is the constitutionality of Los Angeles County Code § 5.12.030, which albeit making a provision for notification requirement before a vested employee's constitutionally protected property right in continued employment is divested, went on to provide in its very last sentence that "failure to give such written notice **shall** not cause such resignation to be ineffective."

The above provision of the Code which the court below has interpreted as constitutional, is undeniably an important question of federal law because the municipal ordinance in question is at loggerheads with the Due Process Clause of the Fourteenth Amendment to the United States Constitution.

More importantly, the interpretation urged by the court below, that notification requirement in the Code has nothing to do with due process, conflicts with relevant decisions of this Court on the issue of notice in due process analysis. [Appendix A at pp. 11a-22a]

Going further, the County of Los Angeles is one of the nation's largest counties, and has the largest population of any county in the nation. It has 102,486 budgeted positions and 39 departments. [*See www.lacounty.gov*] Therefore, the rights of thousands of public employees are riding on this petition. In addition, since the opinion is now published and has precedential authority, it will have a far reaching effect when for instance the Code in question is used as a jury instruction or on a special verdict form as was the case here.

As noted in the opinion, Sandoval's challenges to the jury instruction and special verdict are equally tied to the constitutionality and interpretation of the above section of the Code. [Appendix "A" at p. 12a] For instance, in his proposed jury instruction which was rejected by the trial court, Sandoval severed what he considered the offensive portions of the statute– to wit: "Failure to give such written notice shall not cause such

resignation to be ineffective" from his proposed jury instruction. Over his objection, the court gave the "full" text of the Code.

Further, the special verdict given to the jury in the instant case failed to provide for reconciliation of the notice and intent element contained in § 5.12.030.

Review is therefore warranted giving the potential implications of the interpretation of the court below.

II. REVIEW IS WARRANTED AS TO THE SECOND QUESTION PRESENTED BECAUSE THE IDENTITY OF A FINAL POLICY MAKER FOR PURPOSES OF MUNICIPAL LIABILITY IN A CIVIL RIGHTS ACTION FOUNDED ON 42 U.S.C. § 1983, IS AN IMPORTANT FEDERAL QUESTION AND THE DECISION OF THE COURT BELOW CLEARLY CONFLICTS WITH THE RELEVANT DECISIONS OF THIS COURT ON THE ISSUE.

In *Monell*, this Court held that municipal liability for constitutional violation brought under 42 U.S.C. § 1983, cannot lie on grounds of *respondeat superior*. Instead, liability will lie when the municipality causes a constitutional violation by "execution of its policy or custom whether made by its lawmakers or by those who edicts or acts may fairly be said to represent official policy." [*Id.* at 694]

Over the years, this Court has refined its holding in *Monell*, particularly as to who is a final policy maker for purposes of municipal liability. In *Pembauer v. City of*

Cincinnati, 475 U.S. 469 (1986), this Court held that a County Prosecutor as opposed to the County Sheriff is the person with final policy making authority with regards to the constitutional violation at issue there: ordering Deputy Sheriffs to forcibly enter the Plaintiff's clinic. [*Id.* at 484-485]

According to this Court a policy is not confined to what is written alone. It also includes " a course of action tailored to a particular situation, and not intended to control decisions in later situations." [*See Pembauer* at 481.] Elaborating further, this Court observed that "authority to make municipal policy may be granted directly by a legislative enactment or may be delegated by an official who possesses such authority." [*Id.* at 483] And, "whether an official has final policy making authority is a question of state law." [*Id.*]

While on the same issue, this Court observed two years later in *St. Louis v. Praprotnik*, 485 U.S. 112 (1988), that there is no straight formula under state law for determining whether an official has final policy making authority. In other words, given the myriad forms of municipal corporations, political subdivisions, and special district – "one may find a rich variety of ways in which power of government is distributed among a host of different officials and official bodies. [*Id.* at 124-125]

It is therefore not uncommon to find situations where "policy making responsibility is shared among more than one official or body." [*Id.* at 126] In sum, this Court observed that when "authorized policy makers approve a subordinate's decision and the basis for it,

their ratification would be chargeable to the municipality because their decision is final." [*Id.* at 127]

As stated earlier, Los Angeles County has 39 departments. [*See www.lacounty.gov*] Bryce Yokamizo was the head of DPSS when Sandoval was wrongfully terminated in 2002 and when he was refused reinstatement in 2004.

As a head of department, Yokamizo has the authority to formulate and administer County policies per Los Angeles County Code § 5.04.030(L).

The decision of the court below that only board of supervisors are authorized to promulgate rules and policies regarding County employees is a stark deviation from prior decisions of this Court. [Appendix A at pp. 22a-24a] The Los Angeles County board of supervisors is made up of a five member panel who in turn appoints the departmental heads. [*See www.lacounty.gov*] It is therefore, impracticable that this five member panel will be responsible for hiring and firing the 102,486 positions within the County.

While the board of supervisors have overall authority for formulating County policies, they like the Sheriff in *Pembauer* are not responsible for the refusal to reinstate Sandoval which was carried out pursuant to the powers delegated to Yokamizo and ratified by his department. [*See* Appendix "E" Los Angeles County Code § 5.12.020(A)(2) – giving Yokamizo as Sandoval appointing officer, the power to reinstate him.] Nor does such argument comport with the opinion of this Court

in *Praprotnik* that policy making authority is often shared among more than one body or official. [*Id.* at 126].

Because the question of whether Sandoval was denied his due process rights pursuant to a custom or policy of the County is an important question of federal law and because the court below resolved the question in a manner that conflicts with the relevant decisions of this court, review is warranted.

III. REVIEW IS WARRANTED AS TO THE THIRD QUESTION PRESENTED BECAUSE THE DUTY OF A TRIAL JUDGE TO SCRUPULOUSLY PROTECT AND PRESERVE A PARTY'S CONSTITUTIONAL RIGHT TO A TRIAL BY A FAIR AND IMPARTIAL JURY IN A CIVIL SETTING SETTING IS A VERY IMPORTANT QUESTION OF FEDERAL LAW WHICH HAS NOT BEEN DECIDED BY THIS COURT AND WHICH SHOULD BE DECIDED BY IT.

Two constitutional provisions in the Bill of Rights, the Sixth and the Seventh Amendments to the United Constitutions, secures to parties in an action, the right to a trial by jury. The Sixth Amendment which pertains to criminal trial expressly provides in its text, that "in all criminal prosecutions, the accused shall enjoy the right to a speedy and public trial, by an impartial jury . . ." [*See* U.S. Const. amend. VI] The explicit provision of the right to trial by an impartial jury is lacking in the Seventh Amendment which only provided for a jury trial when the value in controversy shall exceed twenty dollars. [*See* U.S. Const. amend VII]

This Court has historically recognized the right to fair trial as "most priceless" right. [*See Irvin v. Dowd*, 366 U.S. 717, 721 (1961)] The above "most priceless" right is extant in our due process rights. Hence the observation by this Court that "due process means a jury capable and willing to decide the case solely on the evidence before it, and a **trial judge ever watchful to prevent prejudicial occurrences and to determine the effect of such occurrences when they happen.**" [*See Smith v. Phillips*, 455 U.S. 209, 217 (1982)] [Bold for emphasis.]

The right to a fair and impartial jury with all its due process guarantees has been held by this Court as applicable to criminal and civil trials alike. [*See McDonough Power Equipment Inc., v. Greenwood*, 464 U.S. 548, 549 (1984)]

In furtherance of the above constitutional mandates, both the Ninth Circuit and the California Supreme Court have observed in two separate criminal matters that a trial court has an independent duty to promptly and adequately investigate any allegations of misconduct once it is brought to the court's attention so as to safeguard the constitutional rights of the parties.[6] [*See Dyer v. Calderon*, 151 F.3d 970, 978 (9th Cir. 1998); *People v. Burgener*, 41 Cal. 3d 505, 520 (1984)]

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6. According to California Judicial Conduct Handbook –

> "judges are obliged to see to it that the rights of all persons who come before the courts are scrupulously observed . . . it is misconduct for a judge to abdicate his or her responsibility to protect the

(Cont'd)

The above observations are in accord with that of this Court's in *Smith* to the effect that – a trial judge should be ever watchful to prevent prejudicial occurrences and to determine the effect of such occurrences once they happen. [*Id.* at 217]

The above is particularly so when an actual bias seems to have been implicated. [*See United States v. Wood*, 299 U.S. 123, 150 (1936)].

The facts of this case reveals an actual bias as opposed to an implied or presumed bias. The actual bias was manifested in Juror # 9's March 7, 2007, written confession to the court of his bias to Sandoval, and his March 8, 2007, action in furtherance of the bias, reading a newspaper in open court when the court did not bother to inquire into his confessed actual prejudice.[7]

(Cont'd)

> statutory and constitutional rights of criminal defendants. Such responsibility is not, of course narrowed to defendants in criminal cases, **but applies to all those who come before courts of law.**"

[*See* David M. Rothman, *California Judicial Conduct Handbook*, (3.ed. 2007) § 3.20]

7. Under California law, it is a perjury to conceal a bias during *voir dire*. Per *California Rules of Civil Procedure* § 232 which governs *voir dire* the prospective jurors shall respond "I do" to the following question

> "Do you, and each of you, understand and agree that you will accurately and truthfully answer, under

(Cont'd)

Given this Court observation that the right to a fair trial is the 'most priceless' right it is undeniable that the issue framed by this question presents a very important question of federal law. Sandoval's research in connection with this petition failed to reveal any resolution of the issue by this Court.

The court below without any adequate explanation ruled that the duty recognized by the courts in *Dyer* and *Burgener* does not apply in civil settings. [Appendix "A" at p. 41a fn. 24] The California Supreme Court declined review. Therefore, this Court is the only court left to resolve this very important question.

Because this issue has apparently never been adjudicated upon by this Court, review is warranted.

(Cont'd)

penalty of perjury, all questions propounded to you concerning your qualifications and competency to serve as a trial juror in the matter pending before this court: and the failure to do so may subject you to criminal prosecution."

CONCLUSION

For the foregoing reasons, Sandoval respectfully request that the Supreme Court grant review of this matter.

Respectfully submitted,

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APPENDIX

APPENDIX A — OPINION OF THE COURT OF APPEAL OF THE STATE OF CALIFORNIA, SECOND APPELLATE DISTRICT, DIVISION FOUR FILED DECEMBER 19, 2008

IN THE COURT OF APPEAL OF THE STATE OF CALIFORNIA SECOND APPELLATE DISTRICT DIVISION FOUR

B200213

(Los Angeles County
Super. Ct. No. BC345719)

JOHN SANDOVAL,

Plaintiff and Appellant,

v.

LOS ANGELES COUNTY DPSS et al.,

Defendant and Respondent.

In the underlying action, the trial court granted nonsuit on appellant John Sandoval's claim for violation of due process against respondent Los Angeles County Department of Public Social Services (DPSS). Following a jury verdict in favor of DPSS on Sandoval's remaining claims against DPSS for civil rights violations and wrongful termination, the trial court entered judgment for DPSS and denied Sandoval's motion for a new trial We affirm.

Appendix A

RELEVANT FACTUAL AND PROCEDURAL BACKGROUND

A. *Complaint*

Sandoval initiated the underlying action in January 2006. His complaint asserted claims against DPSS for retaliation (Gov. Code, § 12940, subd. (h), 42 U.S.C. § 1983), denial of due process (42 U.S.C. § 1983), disability discrimination (Gov. Code, § 12940, subd. (m)), wrongful termination in violation of public policy, and intentional infliction of emotional distress.[1] The complaint alleged the following facts: DPSS hired Sandoval in 1991. After he complained in 1997 that a supervisor had sexually harassed a co-worker, he was subjected to retaliation in the form of poor performance evaluations, reassignments, and false accusations of misconduct. In February 2001, DPSS improperly sought to reassign him, and he took a medical absence. While Sandoval was absent from work, DPSS discharged him. In January 2003, the Civil Service Commission ruled that Sandoval be restored to his position, provided that he was fit to return to work, and that he established that he had properly claimed worker's compensation benefits. When Sandoval reported for work in June 2004, DPSS declined to reinstate him.

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1. The complaint also asserted a claim for conspiracy to interfere with civil rights against several DPSS employees (42 U.S.C. § 1985(3)). This claim was dismissed prior to trial.

DPSS sought summary judgment or adjudication on the complaint, contending, inter alia, that Sandoval's claims failed because he had "automatically resigned" in October 2003 by failing to respond to three notices DPSS sent him in 2003, requesting him to appear for work. DPSS pointed to section 5.12.020 of the Los Angeles County Code, which provides that a County employee who "fails to discharge his regularly assigned duties" for specified periods is "deemed to have resigned . . . ." The trial court granted summary adjudication on Sandoval's claims for disability discrimination and infliction of emotional distress, and otherwise denied DPSS's motion.

B. *Evidence at Trial*

Trial by jury on Sandoval's remaining claims began on March 5, 2007.[2] Sandoval testified as follows: DPSS hired him in 1991 as an eligibility worker, charged with processing applications for welfare benefits. He worked hard, received commendations for his performance, and was eventually elected a union shop steward. In late 1997, he saw Roberto Del Valle, a supervisor, sexually harass a co-worker, and complained to the manager of the DPSS human resources department, who encouraged Sandoval "to change [his] testimony." Sandoval nonetheless pursued the complaint about Del Valle, who was ultimately discharged.

2. Prior to trial, Sandoval filed a first amended complaint that modified his claims in ways not material here.

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In 1998, Priscilla Stallworth became the deputy district director responsible for Sandoval's section. Vicky Short, Sandoval's immediate supervisor, reported directly to Stallworth. When Stallworth reassigned Sandoval to a position he regarded as a demotion, he filed a grievance, and was not reassigned. Short told him she had been advised not to pick Sandoval as her "lead worker," and he also received a low score of 70 on an examination that determined his prospects for promotion. He appealed the score, which was readjusted to a score of 100.

According to Sandoval, he had no disciplinary record prior to July 2000, when Stallworth improperly charged him with delay in the processing of a file. In early February 2001, she improperly charged him with an unauthorized absence from his desk. He filed grievances regarding these charges, and suffered no discipline. On February 22, 2001, Stallworth notified him that he had been reassigned to a new unit. Sandoval filed a grievance regarding the reassignment, went on leave, and, sought worker's compensation benefits, citing work-related emotional distress and physical pain he had experienced for several months.

While Sandoval was on leave, a co-worker asked him to help her obtain an item of salary. When he met the co-worker in the lobby of a DPSS building, he encountered Esther Martinez, a supervisor, who said he was not supposed to be there, and later falsely charged him with discourtesy. As a result, he received a seven-day suspension. In January 2002, DPSS

discharged Sandoval on the ground that he had improperly asked a participant in a welfare benefits program to complete paperwork at a location outside DPSS offices. Sandoval appealed the discharge. In November 2002, a hearing officer of the Civil Service Commission (Commission) filed a report recommending, inter alia, that Sandoval be accorded "conditional reinstatement . . predicated upon [(1)] [his] prevailing in his Worker's Compensation appeals case, and [(2)] his being declared fit to return to work." On January 22, 2003, the Commission adopted the hearing officer's recommendation "to not sustain [DPSS] in the discharge and to make [Sandoval] whole."

While Sandoval was on leave, he lived with his parents on Randolph Avenue in Los Angeles (the Randolph address) until late 2001, on Copeland Street in Lynwood (the Copeland address) until late 2003, and thereafter on Occidental Boulevard in Los Angeles (the Occidental address). Sandoval acknowledged that DPSS employees were obliged to notify DPPS about changes in their address, but testified that this obligation attached only when they "were at work." According to Sandoval, he asked the attorney representing him in his action for worker's compensation benefits to notify DPSS of the changes in his address. He could not recall whether he personally contacted DPSS about the changes. Sandoval also acknowledged that he used his parents' Randolph address in connection with his claim for worker's compensation benefits, that checks for these benefits were sent to the Randolph address through June 21 2004, and that after 2001 he continued to pick up his mail at that address.

Appendix A

In June 2004, Sandoval's claims for worker's compensation benefits were resolved in his favor. On June 23, 2004, he reported for work at DPSS, and was told he had been fired. He later learned that the termination rested on his failure to report for work in compliance with three notices (dated June 3, 2003, July 1, 2003, and October 2, 2003), which had been sent to his parents' Randolph address. According to Sandoval, he never received the notices, even though he picked up mail at the Randolph address. In May 2005, Sandoval sought reinstatement by filing a petition for writ of mandate in the superior court, but his petition was dismissed for lack of prosecution.

At trial, Sandoval called Stallworth as a witness, who testified as follows: While she supervised Sandoval, she was unaware that he had complained about an incident of sexual harassment. As soon as she assumed responsibility for Sandoval's section, she heard complaints from clients about mistakes in his processing of their cases, and decided to transfer him to a position in which he was likely to make fewer errors. Sandoval appealed the reassignment to Stallworth's superior, who told her that Sandoval did not have to move. She charged Sandoval with insubordination in 2000, when she set a deadline for Sandoval to correct an error in one of his cases, and he failed to make a timely correction. She also charged him with unauthorized absences. Stallworth again tried to reassign Sandoval in 2001.[3]

3. Stallworth acknowledged that under the then-applicable memorandum of understanding between DPSS and Sandoval's

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In addition, Sandoval called Wendy Benson-Higgins. According to Benson-Higgins, she had been a manager in the DPSS Department of Investigative Services since 1998. As such, she participated in the investigation of Sandoval's grievance regarding his examination score in 1998, and otherwise reviewed and signed paperwork arising out of other investigations regarding Sandoval. She could not recall the events surrounding the 1998 grievance, and had little direct involvement with Sandoval's other grievances and his January 2002 discharge.

Benson-Higgins testified that after the Commission's January 2003 decision, DPSS sent three notices in 2003 to Sandoval at the Randolph address, asking him to return to work. DPSS mailed the notices upon receiving information that the Commission's criteria for restoring Sandoval to his position had been satisfied: DPSS learned that Sandoval's worker's compensation claim had been effectively resolved, and that his doctors had released him. Each notice consisted of two identical letters, one sent by certified mail and the other by *first* class mail. The certified copy of each notice was returned as unclaimed.

The first notice, dated June 3, 2003, informed Sandoval that DPSS had rescinded his January 2002

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union, union stewards could be transferred over their objection only if no other employee met the qualifications for the vacant position. According to Stallworth, she complied with this requirement.

discharge, and asked him to report for work on June 10, 2003.[4] The second notice, dated July 1, 2003, noted Sandoval's failure to respond to the first notice, reaffirmed DPSS's decision to rescind his January 2002 discharge, and asked him to report for work. The second notice added: "If you fail to provide [DPSS] with a valid reason as to why you cannot report to work, further administrative action may be taken." The third notice, dated October 2, 2003, asserted that Sandoval, although twice directed to report for work, had "failed to do so without giving an explanation, and without any authorization." It further stated: "This letter is to inform you that if you do not report to work on or before October 7, 2003, [DPSS] will deem you to have resigned from your position under Los Angeles County Codes 5.12.02[0] and 5.12.030 because of your unauthorized absence for more than three consecutive working days and failure to discharge your regularly assigned duties." The second and third notices state on their face that copies were also sent to the attorney who had represented Sandoval before the Commission.

Benson-Higgins acknowledged that she received a copy of the Commission's ruling regarding Sandoval's discharge on or after January 29, 2003, and that the certificate of mailing attached to the ruling listed the Copeland address for Sandoval. According to Benson-Higgins, DPSS policies required written notices to employees, and the Randolph address constituted

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4. DPSS submitted the three notices into evidence.

Sandoval's "address on record" because it was the only address he had provided to DPSS.[5]

DPSS's principal witnesses were Patricia Barnard and Jacqueline Mallard, who testified regarding the procedures DPSS employs in sending certified letters. Mallard stated that her signature was on the certification form accompanying the October 2003 notice. She recalled that she took the notice to the post office and mailed it, but could not remember whether in mailing it she placed it in a mail bin or a mailbox.

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5. Sandoval presented several other witnesses. Ramona Almquist testified that in August 1998, she sent a letter to Roberto Del Valle informing him that he had been discharged. Vicky Short testified that while she supervised Sandoval, she had no disciplinary problems with him, and was satisfied with his work. When she asked Sandoval to become her lead worker, he agreed, but Stallworth advised her not to make him lead worker because Stallworth "needed someone [she] could work with." Esther Martinez testified that Sandoval refused to be reassigned in January 2001, even though his unit was being disbanded. She acknowledged that she encountered him in the lobby of a DPSS building in June 2001, and signed a letter to Sandoval in November 2001 stating DPSS's intent to discharge him. Joseph Ochoa testified that Sandoval had lived with him at the Occidental address since November 2003. Marco Tule testified that in June 2004, he accompanied Sandoval to a DPSS office, where Sandoval was told that he had been discharged. Cecilia Cisneros testified that when Sandoval came to her office in 2004, she told him that he had been discharged.

C. *Judgment and New Trial Motion*

Following the presentation of evidence at trial, the trial court granted DPSS's motion for nonsuit on Sandoval's due process claim. After the jury returned a special verdict that Sandoval was lawfully deemed to have resigned from his position in October 2003, the trial court entered judgment in DPSS's favor on Sandoval's remaining claims, and denied his motion for a new trial. This appeal followed.

DISCUSSION

Sandoval contends (1) that nonsuit was improper on his due process claim, (2) that the jury was misinstructed, (3) that the verdict form was defective, (4) that there was juror misconduct, and (5) that the trial court improperly declined to answer questions from the jury. These are the same contentions on which he based his motion for a new trial, which he asserts the trial court improperly denied.[6] As explained below, he has failed to show reversible error.

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6. We therefore examine the contentions in light of the appropriate standard of review on appeal, and — when necessary — under the standard of review applicable to the denial of a new trial motion. Generally, the trial court's ruling on a new trial motion is reviewed for an abuse of discretion. (*City of Los Angeles v. Decker* (1977) 18 Cal.3d 860, 871-872.) To the extent that the trial court confronted conflicting declarations in denying the new trial motion, we affirm the trial court's factual determinations, whether express or implied, if

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Appendix A

A. *Resignation*

Sandoval's challenges to the jury instructions, special verdict form, and grant of nonsuit are closely tied to the provisions of the Los Angeles County Code governing employee resignation (§ 5.12.020 et seq.)[7] Section 5.12.020, subdivision (A), provides that a County employee who "without prior authorization is absent or fails to discharge his regularly assigned duties for either three consecutive regular working days or for two consecutive regularly scheduled on-duty shifts, whichever may be applicable, shall be deemed to have resigned effective as of the end of the day of [*sic*] which he last performed any of the duties of his position; provided, however, an officer or employee shall not be deemed to have so resigned if he resumes the performance of his regularly assigned duties at the

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supported by substantial evidence. (*Enyart v. City of Los Angeles* (1999) 16 Cal.App.4th 499, 507-508 & fn. 3; *DeWit v. Glazier* (1957) 149 Cal.App.2d 75, 82.) Nonetheless, "it is our duty to review all rulings and proceedings involving the merits or affecting the judgment as substantially affecting the rights of a party ... including an order denying a new trial. In our review of such order *denying* a new trial, as distinguished from an order *granting* a new trial, we must fulfill our ligation of reviewing the entire record, including the evidence, so as to make an independent determination as to whether the error was prejudicial." (*City of Los Angeles v. Decker*, *supra*, 18 Cal.3d at pp. 871-872.)

7. All further references are to the Los Angeles County Code, unless otherwise indicated.

commencement of his next regular working day or on-duty shift following the expiration of the aforementioned period of absence or failure to discharge duties."

Section 5.12.030, which is central to Sandoval's contentions, directs the County employer to provide an absent employee with a notice that his or her continued absence shall constitute a resignation, but provides that the employer's failure to give the notice does not, by itself, nullify the employee's resignation. Section 5.12.030 states: "When a county officer or employee, without prior authorization, is absent or fails to discharge his regularly assigned duties for such period of time that it appears likely he intends to resign pursuant to subsection A of Section 5.12.020, the appointing officer of such affected officer or employee shall serv[e] upon that officer or employee, either personally, by telegraph, or by first class mail addressed to the most recent address furnished to the appointed officer by the affected officer or employee, a notice in writing stating that failure of the officer or employee to resume the discharge of his duties on or before the commencement of the working day stated therein shall constitute such resignation. Said notice shall be posted, delivered personally, or delivered to the telegraph office at least 24 hours prior to the commencement of the working day specified in the notice. Failure to give such written notice shall not cause such resignation to be ineffective."[8]

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8. The resignation provisions in the Los Angeles County Code accord an employee subject to this form of resignation (Cont'd)

Appendix A

1. *Nonsuit*

Sandoval contends that nonsuit was improper on his due process claim under 42 United States Code section 1983 (section 1983).[9] The crux of his claim — often called a "*Monell*" claim — was that DPSS, a department of Los Angeles County (the County), denied Sandoval due process in declining to reinstate him pursuant to the January 2003 Civil Service Commission decision when he reported for work in June 2004.[10]

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opportunities to challenge the resignation. The employee may file a written request for reinstatement within 20 days of the effective date of the resignation, and seek reinstatement on the grounds of "good cause for the absence or failure to perform duties, such as bona fide illness, injury, or similar circumstances beyond the control of the officer or employee." (§ 5.12.020, subd. (A).) In addition, the provisions state that "[n]othing precludes . . . any . . . employee from filing with the civil service commission, pursuant to its rules, a request for a hearing on the ground that his resignation . . . was obtained by the fraud, duress, or undue influence of the county." (§ 5.12.040.)

9. Section 1983 provides in pertinent part: "Every person who, under color of any statute, ordinance, regulation, custom, or usage, of any State . . . subjects, or causes to be subjected, any . . . person . . . to the deprivation of any rights, privileges, or immunities secured by the Constitution and laws, shall be liable to the party injured in an action at law, suit in equity, or other proper proceeding for redress. . . ."

10. Claims of this kind against municipalities originate with *Monell v. New York City Dept. of Social Services* (1978) 436 U.S. 658.

Under section 1983, the County cannot be held liable for Sandoval's injuries in the absence of a "policy[,] official decision, or custom." (*Ogborn v. City Of Lancaster* (2002) 101 Cal.App.4th 448, 463.) As our Supreme Court has explained, under section 1983, counties "cannot be held vicariously liable under section 1983 for their subordinate officers' unlawful acts, [but] may be held directly liable for constitutional violations carried out under their own regulations, policies, customs, or usages by persons having 'final policymaking authority' over the actions at issue." (*Venegas v. County of Los Angeles* (2004) 32 Cal. 4th 820, 829.) Although the trial court granted nonsuit without explaining its ruling, in denying Sandoval's new trial motion the court stated that nonsuit was proper because Sandoval had "failed to present any evidence of an unconstitutional governmental custom or policy."[11] (Italics omitted.)

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11. "'A defendant is entitled to a nonsuit if the trial court determines that, as a matter of law, the evidence presented by plaintiff is insufficient to permit a jury to find in his favor.' [Citation.] In determining the sufficiency of the evidence, the trial court must not weigh the evidence or consider the credibility of the witnesses. Instead, it must interpret all of the evidence most favorably to the plaintiff's case and most strongly against the defendant, and must resolve all presumptions, inferences, conflicts, and doubts in favor of the plaintiff. If the plaintiff's claim is not supported by substantial evidence, then the defendant is entitled to a judgment as a matter of law, justifying the nonsuit. [Citation.]" (*Saunders v. Taylor* (1996) 42 Cal.App.4th 1538, 1541, quoting *Nally v. Grace Community Church* (1988) 47 Cal.3d 278, 291.) We review rulings on motions for nonsuit de novo, applying the same standard that governs the trial court. (*Saunders v. Taylor*, *supra*, at pp. 1541-1542 & fn. 2.)

Appendix A

a. *Custom or Policy*

Sandoval's principal contention is that section 5.12.030 is constitutionally infirm, and thus constitutes the requisite custom or policy. He argues that the final sentence of section 5.12.030 contravenes the due process rights of public employees to notice of a resignation through absence from work. For the reasons explained below, we disagree.

Under the United States Constitution, "[a]n elementary and fundamental requirement of due process in any proceeding which is to be accorded finality is notice reasonably calculated, under all the circumstances, to apprise interested parties of the pendency of the action and afford them an opportunity to present their objections. [Citations.] The notice must be of such nature as reasonably to convey the required information [citation], and it must afford a reasonable time for those interested to make their appearance [citations]. But if with due regard for the practicalities and peculiarities of the case these conditions are reasonably met the constitutional requirements are satisfied" (*Mullane v. Central Hanover Tr. Co.* (1950) 339 U.S. 306, 314-315.)

In *Coleman v. Department of Personnel Administration* (1991) 52 Cal.3d 1102, 1108 (*Coleman*), our Supreme Court discussed the procedural protections that due process accords a public employee facing a discharge under Government Code section 19996.2, subdivision (a), which states that an employee's

unauthorized five-day absence from work is an "'automatic resignation.'" [12] Although the statute defines the absence as an "automatic resignation," the court reasoned that no absence becomes an actual resignation until "the state decides to invoke the statute." (*Coleman, supra*, 52 Cal.3d at p. 1117.) The court stated: "[B]efore [the state] can invoke the [] statute, the state must make factual determinations; whether the employee has resigned under the [] statute turns on the presence of the factual prerequisites for statutory resignation, namely, an absence that is for five consecutive working days and is without leave." (*Id.* at p. 1118.) The court

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12. Subdivision (a) of Government Code section 19996.2 provides: "Absence without leave, whether voluntary or involuntary, for five consecutive working days is an automatic resignation from state service, as of the last date on which the employee worked. [¶] A permanent or probationary employee may, within 90 days of the effective date of such separation, file a written request with the department for reinstatement; provided, that if the appointing power has notified the employee of his or her automatic resignation, any request for reinstatement must be made in writing and filed within 15 days of the service of notice of separation. Service of notice shall be made as provided in Section 18575 and is complete on mailing. Reinstatement may be granted only if the employee makes a satisfactory explanation to the department as to the cause of his or her absence and his or her failure to obtain leave therefor, and the department finds that he or she is ready, able, and willing to resume the discharge of the duties of his or her position or, if not, that he or she has obtained the consent of his or her appointing power to a leave of absence to commence upon reinstatement. [¶] An employee so reinstated shall not be paid salary for the period of his or her absence or separation or for any portion thereof."

thus distinguished between the factual basis for an automatic resignation, and the state's decision to assert that the requisite factual basis existed for an automatic resignation. (*Id.* at pp. 1118-1123.)

The court concluded: "[B] efore the state can treat [an] . . . employee's unexcused absence . . . as a constructive resignation under the [] statute, it must give the employee written notice of the action contemplated. The notice must advise the employee of the facts supporting the state's invocation of the [] statute. If the employee challenges the accuracy of the state's factual basis, the state must, as soon as practicable, give the employee an opportunity to present his or her version of the facts. To assure 'the appearance and reality of fairness' in the decisionmaking process [citation] and to protect against a potential misuse of the [] statute, such an informal hearing must be before a neutral fact finder. Once the state has provided notice and an opportunity to respond, neither the federal nor the state Constitution requires anything more." (*Coleman, supra*, 52 Cal.3d at pp. 1122-1123.)

In so concluding, the court rejected the contention that Government Code section 19996.2, subdivision (a), is constitutionally infirm because it does not expressly accord these protections to employees. (*Coleman, supra*, 52 Cal.3d at p. 1123.) The court stated: "When, as here, the 'constitutional weakness' lies primarily in 'what the statute[] [has] omitted, not [in its] express terms,' the statute may properly be invoked so long as

due process requirements are met." (*Ibid.*, quoting *Barber v. State Personnel Bd.* (1976) 18 Cal.3d 395, 403.)

Sandoval argues that the final sentence of section 5.12.030 "says in essence that there is no need to comply with the notification requirement" of procedural due process before the employee is terminated. In our view, this contention is mistaken. In interpreting section 5.12.030, we look to the language of the provision, with an eye to harmonizing it with surrounding provisions and the state and federal Constitutions. (*Abramson v. City* of *West Hollywood* (1992) 7 Cal.App.4th 1121, 1126.)

We begin by examining subdivision (A) of section 5.-12.020 (subdivision (A)), to which section 51.12.030 refers. Subdivision (A) provides that an employee who is absent for a three-day period and fails to return to work on the day following this period, "shall be deemed to have resigned." Although subdivision (A) does not use the term "automatic resignation," it defines a period of absence that effectively constitutes this form of resignation. In this respect, subdivision (A), like the statute at issue in *Coleman*, characterizes the factual basis for an automatic resignation.

Section 5.12.030, which has no analogue in the statute addressed in *Coleman*, is not a model of clarity. The first sentence of the section directs the employer, upon determining that an employee has been absent without authorization "for such period of time that it appears likely he intends to resign pursuant to [subdivision A]," to send a notice to the employee stating

that failure to return to work "on or before the commencement of the working day stated therein shall constitute *such* resignation." (Italics added.) The second sentence clarifies that the notice should be sent at least one full day "*prior* to the commencement of the working day specified in the notice." (Italics added.)

Taken together, the two sentences direct the employer to send a notice that effectively extends the period of unauthorized absence constituting an automatic resignation: Once the employee has been absent without authorization for the period stated in subdivision (A), the employer is required to send a notice setting a future date by which the employee must return to work.

We turn to the final sentence of section 5.12.030, which states that the employer's failure to give the specified notice does not render "such resignation . . . ineffective." The term "such resignation," on its face, is reasonably construed as referring to the period of unauthorized absence constituting an automatic resignation. Accordingly, the final sentence, viewed in context, provides that if the employer does not send a notice — and thus fails to extend the period of absence amounting to an automatic resignation — the three-day period of unauthorized absence defined in subdivision (A) constitutes the employee's automatic resignation. Simply put, the final sentence establishes the period of absence defined in subdivision (A) as the "default" period for the purpose of such a resignation. The rules stated in the first two sentences of section 5.12.030 are

therefore properly regarded as "directory," rather than as "mandatory," as they specify conduct for the employer that is ultimately inessential (in the sense described above) for the existence of an automatic resignation.[13]

So understood, section 5.12.030 is not constitutionally infirm. As our Supreme Court clarified in *Coleman*, due process obliges the employer to provide the absent employee with notice and an opportunity to be heard *after* the employer has determined that the employee has, in fact, been absent for the period

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13. "[A] '"directory" or "mandatory" designation . . . denotes whether the failure to comply with a particular procedural step will or will not have the effect of invalidating the governmental action to which the procedural requirement relates.' [Citation.] If the action is invalidated, the requirement will be termed 'mandatory.' If not, it is 'directory' only." (*California Correctional Peace Officers Assn. v. State Personnel Bd.* (1995) 10 Cal.4th 1133, 1145, quoting *Morris v. County of Marin* (1977) 18 Cal.3d 901, 908.) Generally, "[t]here is no mechanical test for determining whether a provision should be given 'mandatory' or 'directory' effect. [Citation.] Rather, '"[i]n order to determine whether a particular statutory provision . . . is mandatory or directory, the court, as in all cases of statutory construction and interpretation, must ascertain the legislative intent. In the absence of express language, the intent must be gathered from the terms of the statute construed as a whole, from the nature and character of the act to be done, and from the consequences which would follow the doing or failure to do the particular act at the required time. [Citation.] When the object is to subserve some public purpose, the provision may be held directory or mandatory as will best accomplish that purpose [citation]. . . .'" [Citation.]" (*In re Lamonica H.* (1990) 220 Cal.App.3d 634, 642, italics omitted.)

constituting a resignation: "[B]efore invoking the [automatic resignation] statute, the state necessarily had to determine that the absence was for the statutorily specified period and was without leave. Once the state has made these preliminary determinations, the requirements of written notice to the employee and an opportunity for a prompt response impose little additional burden on the state." (*Coleman, supra*, 52 Cal.3d at p. 1122.)

The notice specified in section 5.12.030 is unrelated to the notice requirement of due process. As explained above, section 5.12.030 directs the employer to send a notice to the absent employee (1) to extend the period of unauthorized absence that constitutes an automatic resignation, and (2) to inform the employee about the extended period before it elapses. Under the final sentence of the provision, the employer's failure to send the notice fixes the three-day period defined in subdivision (A) as the operative period. The notice specified that section 5.12.030 is therefore intended solely to adjust the factual basis for an automatic resignation. Nothing in section 5.12.030 — including the final sentence — purports to relieve the employer of the duty to provide the employee with notice and an opportunity to challenge the employer's factual determinations *after* the employer has found that the factual basis for a resignation exists, namely, that the employee has been absent for the pertinent period. (*Coleman, supra*, 52 Cal.3d at p. 1117). Accordingly, because section 5.12.030 is silent about the protections

required by due process, it cannot be viewed as constitutionally unsound.[14] (*Coleman*, at p. 1123.)

b. *Official Decision*

Sandoval also contends that there is substantial evidence to support an alternative theory of liability under section 1983, namely, the existence of an "official decision" that violated his due process rights (*Ogborn v. City of Lancaster*, *supra*, 101 Cal.App.4th at p. 463). He argues that DPSS improperly decided not to reinstate him in June 2004, and that liability for this decision attaches to the County under principles of delegation of authority or ratification. The crux of this argument is that the 2003 notices regarding his reinstatement and potential termination were inadequate because DPSS sent them to his parents' Randolph address, and never tried to contact him in any other way.

In *St. Louis v. Praprotnik* (1988) 485 U.S. 112, 122-123, 130 (*Praprotnik*), a plurality of the justices of the United States Supreme Court concluded that section 1983 liability may arise through the conduct of officials in policymaking power. The plurality stated: "[T]he identification of policymaking officials is not a question of federal law, and it is not a question of fact in the usual

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14. Aside from the challenge to section 5.12.030, Sandoval does not argue that DPSS has a custom or policy of denying employees subject to automatic resignations the due process procedural protections we have explained, and thus has forfeited any such contention.

sense. The States have extremely wide latitude in determining the form that local government takes, and local preferences have led to a profusion of distinct forms. Among the many kinds of municipal corporations, political subdivisions, and special districts of all sorts, one may expect to find a rich variety of ways in which the power of government is distributed among a host of different officials and official bodies." (*Id.* at pp. 124-125.)

The plurality in *Praprotnik* further stated that a municipality may be liable for a subordinate's decision to terminate an employee if the municipality's authorized policymakers have delegated policymaking power regarding the decision to the subordinate, or some official with policymaking power has ratified the subordinate's decision. (*Praprotnik*, *supra*, 485 U.S. at pp. 123-124, 130.) In *Harman v. City and County of San Francisco* (2006) 136 Cal.App.4th 1279, 1296-1298, the court concluded that section 1983 liability attaches through the delegation of authority only when an official's exercise of delegated authority involves the power to *make policy*: the discretionary power to hire or fire an employee is not, by itself, sufficient for municipal liability, "even though the decision maker may have a final power to make such decisions."

Sandoval contends that the record discloses substantial evidence (1) that the 2003 notices were not sent to his correct address; (2) that the County "operates through [a] delegation of powers"; and (3) that Bryce Yokamiso, DPSS's chief official, ratified the decision to

discharge him. In support of items (2) and (3), Sandoval points to testimony from Wendy Besson-Higgins, who testified that her superior, David Miyashita, decided to terminate Sandoval, and that Miyashita received the authority to make this decision from Yokamiso, the Director of DPSS; in addition, Besson-Higgins testified that she "ratified" Miyashita's decision in enforcing it in June 2004, when Sandoval reported for work.

In our view, this evidence is insufficient to establish liability under section 1983 on theories of delegation or ratification. Under California law, the County's Board of Supervisors is authorized to promulgate rules and policies regarding County employees. (*Marcario v. County of Orange* (2007) 155 Cal.App.4th 397, 406.) Nothing in Besson-Higgins's testimony suggests that the board of supervisors delegated its policymaking authority to Yokamiso (or his subordinates) or itself ratified Sandoval's termination. Nonsuit was therefore proper on Sandoval's due process claim under section 1983.

2. *Instructional Error*

We turn to Sandoval's challenges to the jury instructions. He argues that the trial court, instructing the jury, erred in reading section 5.12.030 in its entirety. As elaborated below, the trial court first provided an instruction based on section 5.12.030 that omitted the reference to the employee's intent found in the provision, and then read section 5.12.030 in its entirety. Sandoval's principal contentions are that section

5.12.030, as read to the jury, was an erroneous statement of law and was otherwise confusing to the jury, and that instructing the jury with section 5.12.030 failed to cure the omission in the prior instruction.[15]

In our view, Sandoval's contentions fail under the doctrine of invited error, which "bars an appellant from attacking a verdict that resulted from a jury instruction given at the appellant's request" by an appeal or new trial motion. (*Stevens v. Owens-Corning Fiberglass Corp.* (1996) 49 Cal.App.4th 1645, 1653-1654.) This doctrine "applies 'with particular force in the area of jury instructions. Whereas in criminal cases a court has strong sua sponte duties to instruct the jury on a wide variety of subjects, a court in a civil case has no parallel responsibilities. A civil litigant must propose complete instructions in accordance with his or her theory of the litigation and a trial court is not "obligated to seek out theories [a party] might have advanced, or to articulate for him that which he has left unspoken." [Citations.]'" (*Id.* at p. 1653, *quoting Mesecher v. County of San Diego* (1992) 9 Cal.App.4th 1677, 1686.)

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15. Sandoval also suggests that the trial court, in denying his new trial motion, failed to rule on his contention regarding instructional error. We disagree. At the hearing on the new trial motion, when Sandoval noted that the tentative written order (which became the final order) did not expressly address the contention, the trial court responded, "I properly instructed. So I think you need to [argue] on the premise that I believe [the jury] was properly instructed." Code of Civil Procedure section 657, which specifies the form of an order on a new trial motion, requires a written order specifying the grounds for the order only when "the motion is granted."

Appendix A

Sandoval proposed an instruction on resignation that paraphrased section 5.12.030, but contained no reference to the final sentence of the provision.[16] During the discussion of jury instructions, the trial court stated its preference for an instruction it had prepared that employed language derived directly from sections 5.12.020 and 5.12.030. The following discussion occurred:

"The Court: I just took [the proposed instruction] from the Code. . . . I just took it right out of the — my feeling is if you want, why don't we just hand [the jury] the whole thing?

"Mr. House [DPSS's counsel]: I had actually suggested that.

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16. The proposed instruction stated: "Mr. Sandoval resigned his employment following the order of the Civil Service Commission that he be reinstated after release by his doctor and favorable resolution of his worker's compensation claim, if you find that without prior authorization he was absent from work for three consecutive regular working days; provided that (1) it appears from his absence that he intended to resign from his position and (2) Mr. Sandoval's department head served upon him, either personally, by telegraphs or by first class mail addressed to the most recent address furnished to the appointed officer by the affected employee, a notice in writing stating that failure of the employee to resume the discharge of his duties on or before the commencement of the working day state therein shall constitute resignation. [¶] The notice shall be posted, delivered personally, or delivered to the telegraph office at least 24 hours prior to the commencement of the working day specified in the notice."

"The Court: If there's a problem, just give them the whole thing.

"Mr. Ikonte [Sandoval's counsel] : Okay.

'Mr. Akudinobi [Sandoval's counsel]: I rather —

"The Court: I copied it.

'"Mr. Akudinobi: *I rather we give them the instruction on the language of 5.030 [sic], which is what the parties agreed upon.*

"Mr. House: But that's what the Court has [done]. . . .

"Mr. Akudinobi: There's something that is — ['Jif it appears likely that [he] intends to resign['] that is missing from that. And I've already argued that to the jurors. And I don't want [them] to have in their mind that I'm mistreating the law intentionally because we agreed on that yesterday.

"Mr. House: This can all be solved by just reading the code sections.

"The Court: *Okay.*" (Italics added.)

The parties then moved on to discuss other instructions.

In instructing the jury on resignation, the trial court omitted the portion of section 5.12.030 referring to the employee's apparent intent to resign, but included the

final sentence of section 5.12.030.[17] Sandoval's counsel requested a sidebar conference, for which no reporter's transcript has been provided to us. After the conference, the following colloquy occurred in open court:

"The Court: Counsel wanted me to read the *entire section.* And there's a lot of language the way the sections are written. So I'll read it to you. [¶] I assume there's no objection including this one, too?

"Mr. House: That's fine." (Italics added.)

Sandoval's counsel did not respond to the trial court, which then read to the jury section 5.12.030 in its

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17. The trial court instructed the jury as follows: "A County employee who without prior authorization is absent or fails to discharge his regularly-assigned duties for either three consecutive regular working days or for two consecutive regularly-scheduled on-duty shifts, whichever may be applicable, shall be deemed to have resigned effective as of the day [on] which he last performed any of the duties of his position provided that the employee's department head shall have served upon that employee, either personally or by telegraph or by first-class mail address[ed] to the most recent address furnished to the appointed official by the affected employee, a notice in writing stating that failure of the employee to resume the discharge of his duties on or before the commencement of the working day stated therein shall constitute such resignation. The notice must be posted, delivered personally, or delivered to the telegraph office at least 24 hours prior to the commencement of the working day specified in the notice. Failure to give written notice shall not cause such resignation to be ineffective."

entirety — including the language regarding the employer's intent and the final sentence. Sandoval raised no objection to the instruction prior to his new trial motion.

The record thus discloses that Sandoval's counsel agreed to an instruction "on the language of section [5.12,030]," and that the trial court later instructed the jury with section 5.12.030 in its entirety, as Sandoval's counsel requested. Sandoval asked for this instruction to cure the omission regarding intent; moreover, in reading section 5.12.030, the trial court merely repeated its final sentence, which the jury had already heard. Accordingly, Sandoval may not contend on appeal that it failed to cure the omission; nor can he complain about the fact that the jury heard the final sentence. (See *Miller v. Kennedy* (1987) 196 Cal.App.3d 141, 146-147.)

Sandoval suggests that he did not invite the error, pointing to the declaration from his counsel, Emmanuel Akudinobi, in support of the new trial motion. We disagree. According to Akudinobi, during the discussion of jury instructions, the trial court refused to give Sandoval's proposed instruction over his counsel's objections, and "opted to read the full text" of section 5.12.030. Akudinobi further stated: "During the instruction[s], the court omitted the intent to resign element from the instruction while including the surplusage that whether . . . the notification requirement is complied with will not render the deemed resignation ineffective. [¶] [Sandoval's] counsel caught the error by

the court and promptly requested the court to reread the instruction to include the intent to resign element. . . . However, in rereading the instruction; the court included the initially omitted intent language, in addition to . . . the surplusage identified earlier."

Upon denying the new trial motion, the trial court stated orally that it had properly instructed the jury. In reviewing the denial of a new trial motion, we imply all findings necessary to support the ruling (*DeWit v. Glazier*, *supra*, 149 Cal.App.2d at p. 82), and accept the trial court's determinations if supported by substantial evidence (*Enyart v. City of Los Angeles*, *supra*, 76 Cal.App.4th at p. 507). Under these principles, we infer that the trial court found that it had instructed the jury as requested. Here, Akudinobi's statement that he objected to instructing the jury with section 5.12.030 is contradicted by the record, as is his suggestion that he did not ask the court to read section 5.12.030 in its entirety during the instructions. To the extent that the trial court, in denying the new trial motion, also relied on its recollection of the unrecorded bench conference during the instructions, we will not disturb its implied findings on appeal. (See *Wilson v. Rancho Sespe* (1962) 207 Cal.App.2d 10, 24 [trial court's implied finding that it instructed jury as requested may not be challenged on record that otherwise does not establish error].)

We also conclude that Sandoval's challenges to the instruction fail on their merits. Sandoval's principal contention is that the instruction was an erroneous statement of law because the final sentence of section

5.12.030 is constitutionally unsound. As explained above (see pt. A.1.a., *ante*), this contention is mistaken.

Sandoval also contends that the instruction was deficient in other ways. He argues that instruction was misleading because (1) it contained an unexplained reference to subdivision (A) of section 5.12.030, and (2) its final sentence encouraged the jury to conclude that he could be deemed to have resigned even if DPSS gave him *no* notice in 2003 that he had been reinstated and faced termination for failure to return to work. In addition, he argues (3) that the trial court erred in initially omitting the language regarding intent in section 5.12.030.[18]

In our view, any such error was harmless. Generally, instructional error is prejudicial only if it is "reasonably probable defendant would have obtained a more favorable result in its absence. [Citations.]" (*Soule v. General Motors Corp.* (1994) 8 Cal.4th 548, 570.) "'[P]robability' in this context does not mean more likely than not, but merely a reasonable chance, more than an abstract possibility. [Citations.]" (*College Hospital Inc. v. Superior Court* (1994) 8 Cal.4th 704, 715, italics omitted.) In assessing the prejudicial impact of erroneous instructions, we view the evidence in the light

18. In examining these contentions, we do not address whether Sandoval was entitled to any instructions beyond those he proposed at trial regarding notice of an automatic resignation pursuant to sections 5.12.020 and 5.12.030, as he argues on appeal that the instructions he proposed were constitutionally adequate and sufficient for his theory of the case.

most favorable to the party claiming error. (*Sesler v. Ghumman* (1990) 219 Cal.App.3d 218, 223.)

Assuming arguendo that the trial court erred in some or all of the ways Sandoval urges on appeal, it is not reasonably likely that there would have been a different outcome had the jury heard the instruction that Sandoval asserts the trial court improperly rejected during the discussion on instructions.[19] There was considerable evidence that DPSS mailed the 2003 notices "to the most recent address furnished to [DPSS] by [Sandoval]" (§ 5.12.030), that is, the Randolph address, and that Sandoval never responded to any of the notices, even though he picked up mail at that address throughout 2003. Accordingly, it is likely that the jury would have found that DPSS provided Sandoval with proper notice of his impending termination and ample opportunity to appear for work or explain his absence, even if the purported defects in the resignation instructions had been removed. In sum, Sandoval has failed to establish instructional error.

3. *Special Verdict Form*

Sandoval contends that the special verdict form the trial court provided to the jury was defective. The first question on the form asked the jurors to determine whether Sandoval was "lawfully deemed" to have resigned in October 2003. If they found that he had so resigned, the form directed them to answer no further questions; if they found otherwise, it directed them to

19. See footnote 16, *ante*.

answer other questions related to his retaliation and wrongful termination claims. Sandoval argues that his resignation, in isolation, does not shield DPSS from liability for retaliation and wrongful termination, and that the form improperly prevented jurors from assessing his claims.

This contention fails for want of an adequate objection to the special verdict form before the trial court. A party who fails to object to the special verdict form prior to the discharge of the jury does not preserve his objection on appeal.[20] (*Jensen v. BMW of North America, Inc.* (1995) 35 Cal.App.4th 112, 131.) The objecting party must bring the specific defect in the form to the trial court's attention. (*Thompson Pacific Construction, Inc. v. City of Sunnyvale* (2007) 155 Cal.App.4th 525, 550-551.)

Here, DPSS and Sandoval each proposed special verdict forms. Sandoval's form directed the jurors to make a complex sequence of interrelated findings regarding his intent to resign, injury from DPSS's conduct and other matters, and it contained at least one item whose meaning was unclear.[21] The reporter's

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20. A similar requirement for objections to procedural errors governs new trial motions. (8 Witkin, Cal. Procedure (5th ed. 2008) Attack on Judgment in Trial Court, § 21, pp. 602-603.)

21. As proposed, Sandoval's form stated: "10. Reinstate JOHN SANDOVAL to Eligibility Worker II without loss of seniority [¶] __ YES __ NO." The failure to pose this as a question renders the item confusing.

transcripts and minute orders in the record disclose only the following proceedings. On the afternoon of March 13, 2007, during the discussions of the jury instructions and the special verdict forms, the trial court stated: ". . . I have two verdict forms. [DPSS's] form looked a little less confusing. But [Sandoval's form], although, would have been better. Perhaps they could be reworked so they're not handwritten in. DPSS's counsel answered: "They're on the clerk's computer." Sandoval's counsel did not respond. Later the same afternoon, after instructing the jury, the trial court provided the jury with a revised version of DPSS's verdict form. The minute order from these proceedings states: "Counsel view and approve of all of the following items prior to them being given to the deliberating jury: given jury instructions, special verdict form, and the exhibits."

The record, on its face, contains no objection by Sandoval to the special verdict form adopted by the trial court. Nor did Sandoval preserve his objection by proposing an alternative form that avoided the purported error he urges on appeal. In asking the parties' counsel to consult regarding the forms, the trial court suggested that Sandoval's proposed form was confusing and needed reworking. Although Sandoval was obliged to propose a form that reflected his theory of the case without confusing the jury (see *Jentick v. Pacific Gas & Elec. Co.* (1941) 18 Cal.2d 117, 122; *Mesecher v. County of San Diego*, *supra*, 9 Cal.App.4th at p. 1686), he neither amended his form nor alerted the trial court to the purported deficiency in DPSS's form that he asserts on appeal, on the contrary, the

record discloses that his counsel approved the use of DPSS's form.

Sandoval contends that his counsel raised specific objections to the form at an unreported bench conference. To establish the events at this conference, he relies on the evidentiary showing supporting his new trial motion, which asserted the same defects in the special verdict form that Sandoval now raises on appeal. Sandoval submitted a declaration from Akudinobi, who stated that after the jury was instructed on March 13, 2007, he raised objections to DPSS's special verdict form, "which he saw for the first time that day." According to Akudinobi, he identified the defects Sandoval asserts on appeal and asked the trial court to delete the first question, but the trial court declined to do so.

This declaration cannot establish that Sandoval raised adequate objections to the specific verdict form. "A fundamental rule of appellate review is that "'[a] judgment or order of the lower court is *presumed correct*. All intendments and presumptions are indulged to support it on matters as to which the record is silent, and error must be affirmatively shown.'" [Citations.]" (*Conservatorship of Rand* (1996) 49 Cal.App.4th 835, 841.) To overcome this presumption, appellants must provide an adequate record that demonstrates error. (*Maria P. v. Riles* (1987) 43 Cal.3d 1281, 1295.)

Akudinobi's declaration is inadequate to carry Sandoval's burden on appeal for two reasons. First,

when the trial court denies a new trial motion, we ordinarily resolve conflicts in the evidentiary showings regarding the motion in favor of the denial. (*Enyart v. City of Los Angeles*, *supra*, 76 Cal.App.4th 499, 508, fn. 3; *DeWit v. Glazier*, *supra*, 149 Cal.App.2d at p. 82.) In opposing the new trial motion, DPSS disputed Akudinobi's version of the underlying events. DPSS attorney Ann Wu stated in a declaration that DPSS provided its proposed special verdict form to Akudinobi on March 12, 2007. On March 13, 2007, after the trial court instructed the parties' counsel to meet regarding the special verdict forms, Akudinobi examined DPSS's proposed form and said to DPSS's counsel, "[W]e agree to disagree," but did not identify any specific defects in the form to DPSS's counsel. Shortly thereafter, the trial court took the bench, rejected Sandoval's form as too confusing, and decided to use DPSS's proposed form. According to Wu, Akudinobi raised no objections to the ruling. In denying the new trial motion, the trial court opined only that the special verdict form was not defective. Under these circumstances, we decline to resolve the conflict between Akudinobi's and Wu's declarations in Sandoval's favor.[22]

Second, when the reporter's transcript is unavailable for a bench conference, an appellant's

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22. For the same reason, we find no error in the denial of the new trial motion, which may be affirmed on any basis properly supported by the record. (See *Day v. Alta Bates Medical Center* (2002) 98 Cal.App.4th 243, 252, fn. 1; *J.B. Aguerre, Inc. v. American Guarantee & Liability Ins. Co.* (1997) 59 Cal.App.4th 6, 15.)

remedies are an agreed statement (Cal. Rules of Court, rule 8.134) or a settled statement (Cal. Rules of Court, rule 8.137).[23] (*Weinstein v. E.F. Hutton & Co.* (1990) 220 Cal.App.3d 364, 368-369.) Sandoval has neither provided such a statement nor explained his failure to do so. In sum, Sandoval has failed to establish error in the special verdict form.

B. *Juror Misconduct*

Sandoval contends that he was denied a fair trial due to juror misconduct. He argues that two jurors concealed biases during voir dire, and later disclosed their lack of impartiality in letters to the trial court; in addition, he argues that one of the jurors openly read a newspaper during the presentation of evidence.

"Juror misconduct is one of the specified grounds for granting a new trial. (Code Civ. Proc., § 657, subd. 2.) 'Trial by jury is an inviolate right and shall be secured to all . . . .' (Cal. Const., art. I, § 16.) The right to unbiased and unprejudiced jurors is an ""inseparable and inalienable part"" of the right to jury trial. (*People v. Hughes* (1961) 57 Cal.2d 89, 95.)" (*Enyart v. City of Los Angeles, supra*, 76 Cal.App.4th at p. 506.) In some instances, inattentiveness may constitute juror misconduct. *Hasson v. Ford Motor Co.* (1982) 32 Cal.3d

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23. A party may also seek a new trial on the ground that a reporter's transcript crucial to the party's appeal cannot be obtained due to the reporter's death or disability, or the loss or destruction of the reporter's notes. (Code Civ. Proc., § 914.) Sandoval has not asserted this ground for a new trial.

388, 411, overruled on other grounds in *Soule v. General Motors*, *supra*, 8 Cal.4th at p. 574.)

Although the record before us lacks a full reporter's transcript of the voir dire of the jurors and other proceedings, the following facts are apparently undisputed. During voir dire, Akudinobi questioned a prospective juror — apparently, the juror elsewhere identified as "Juror No. 9" — who stated that he knew someone who had been fired after his employer learned that he had AIDS, but who did not contest the firing to avoid a "hassle." Akudinobi responded: "That's a non-issue because he made his decision." Later, the trial court invited the prospective jurors to communicate with it by notes if they had concerns regarding their impartiality or ability to serve on the jury.

The next day, after the jury had been selected, Jurors Nos. 7 aid 9 submitted notes to the trial court. Juror No. 7 stated that serving on the jury was an extreme financial hardship for him, and asked the trial court to "encourage [Sandoval's counsel] to be more concise in his statements, questions, and arguments." According to Juror No. 9, Akudinobi's remarks about the employee discharged with AIDs had prompted him to feel bias toward Akudinobi. He stied: "Frankly[,] I thought I could manage the bias . . . . [H]owever[,] the more I listen to [Akudinobi] speak in court the angrier I feel and I sincerely believe this antipathy will prevent me from judging this case on its merits." Juror No. 9 also admitted a bias against "African Christians." The trial court passed these notes to Sandoval's counsel.

Later, as Akudinobi was examining Vicky Short, he requested a bench conference. The conference and its immediate upshot are not reflected in the reporter's transcript. However, with the exception of a matter we discuss below, the parties do not dispute that at the conference, Akudinobi informed the trial court that Juror No. 9 was reading a newspaper, and that the trial court directed the jurors not to read during the presentation of evidence.

After the parties completed their closing arguments but before the jury began its deliberations, the trial court excused the jury, with the exception of Juror No. 9. When the trial court asked Juror No. 9 whether he could be fair after hearing all the evidence, Juror No. 9 responded, "I think I can be." After Akudinobi questioned Juror No. 9 about the biases expressed in his note, Juror No. 9 again affirmed his belief that he could be impartial. The conference ended with the following colloquy:

"The Court: Did you want to ask any other questions?

"Mr. Akudinobi: No, your honor."

At no time did Sandoval's counsel ask that Juror No. 9 be excused.

Sandoval's new trial motion argued that Jurors Nos. 7 and 9 improperly concealed biases during voir dire, that the trial court improperly prevented his counsel

from examining Juror No. 9 after he submitted his note, and that Juror No 9 engaged in further misconduct by reading a newspaper. In support of the motion, Akudinobi stated that when he learned about the note from Juror No. 9, he immediately sought to examine Juror No. 9, but the trial court denied his request until after the closing arguments. Akudinobi also stated that after he saw Juror No. 9 reading the newspaper, he asked "that something be done about the juror," but the trial court issued only a general warning to the jury about reading.

DPSS's counsel disputed Akudinobi's version of these events. According to attorney Wu, Akudinobi never raised any challenge to Jurors Nos. 7 and 9 on the ground of bias, even when the trial court decided sua sponte to examine Juror No. 9 after closing arguments. Moreover, Wu stated that when Akudinobi complained that Juror No. 9 was reading a newspaper, the trial court directed Juror No. 9 to put it away. In denying the new trial motion, the trial court found that Sandoval never raised a material challenge to Juror No. 9 until he sought a new trial.

We discern no error. "The rule is well settled that when at any time during trial a party or his counsel becomes aware of facts constituting misconduct or irregularity in the proceedings of the jury, he must promptly bring such matters to the attention of the court, if he desires to object to it, or he will be deemed to have waived the point as a ground for a motion for a new trial." (*Weathers v. Kaiser Foundation Hospitals*

(1971) 5 Cal.3d 98, 103)[24] Nothing in the record establishes that Sandoval raised an objection to Juror Nos. 7 and 9 on the grounds of bias prior to the verdict. To the extent Sandoval relies on Akudinobi's declaration to fill this gap, we are bound by the trial court's factual determinations, both express and implied. Nor does the newspaper reading by Juror No. 9 constitute a basis for a new trial or a reversal of the judgment, in view of the minor nature of the incident and the trial court's prompt response. (See *Hasson v. Ford Motor Co.*, *supra*, 32 Cal.3d at pp. 414-418 [jurors' inattentiveness is not basis for new trial when record discloses no prejudice].)

C. *Jury Request*

Sandoval contends that the trial court improperly declined to answer the jury's questions after it began

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24. Relying on authorities involving criminal cases, Sandoval contends that the trial court, upon receipt of the notes from Juror Nos. 7 and 9, was obliged to inquire sua sponte into whether they were biased. We disagree. To preserve a contention regarding juror misconduct in civil cases, a party must object to misconduct of which it is aware, even when the misconduct occurs in open court. (*Jutzi v. County of Los Angeles* (1987) 196 Cal.App.3d 637, 655 [it is the party's obligation to explore juror's purported biases revealed during voir dire]; *Gotsch v. Market Street Ry.* (1928) 89 Cal.App. 477, 484 [party forfeits contention regarding juror's allegedly prejudicial remark to counsel during closing argument by failing to object]; *Doolin v. Omnibus Cable Co.* (1903) 140 Cal. 369, 375 [party forfeits contention regarding juror who directed hostile questions to party's witnesses during trial by failing to object]; see 7 Witkin, Cal. Procedure (5th ed. 2008), Trial, § 376, p. 438.)

its deliberations. We disagree. Code of Civil Procedure section 614 provides: "After the jury have retired for deliberation, if there be a disagreement between them as to any part of the testimony, or if they desire to be informed of any point of law arising in the cause, they may require the officer to conduct them into court. Upon their being brought into court, the information required must be given in the presence of, or after notice to, the parties or counsel." Compliance with these requirements is mandatory. (*Asplund v. Driskell* (1964) 225 Cal.App.2d 705, 712-713.)

Here, the jury sent the trial court a note containing questions regarding the relationship between the hearing officer's November 2002 recommendations regarding Sandoval's discharge and the Commission's January 2003 decision, and other matters. The hearing officer had recommended two alternatives to the Commission: (1) that Sandoval's appeal regarding his discharge be held "in abeyance" until his entitlement of worker's compensation benefits was resolved, or (2) that Sandoval be accorded "conditional reinstatement" predicated upon his entitlement to worker's compensation benefits and his fitness for work. In ruling, the Commission adopted as its "final decision" the hearing officer's recommendation that Sandoval's discharge "not [be] sustain[ed]" and that he be made "whole." The jury's note asserted that the Commission's decision did not identify the recommendation that it had adopted, and asked the following questions: "(1) What is the law regarding [DPSS's] interpretation of [the hearing officer's] recommendations? (2) Was [] DPSS

free to interpret [the recommendations] as it saw fit and select which of the two recommendations to follow? (3) Does the term 'conditional reinstatement' mean that an employee can be reinstated to his/her position prior to the resolution of a worker's compensation claim and that his/her continued, employment [was] dependent on the claim being eventually resolved?"

After consulting with counsel, the trial court told the jury that its questions posed a "dilemma." The trial court stated that to the extent the jury sought guidance with factual questions, the trial court was "not in the best position to answer [them]"; to the extent the jury sought answers to legal questions, the trial court was largely limited to providing "additional law" within the scope of the instructions unless it "reopen[ed] the case." The trial court suggested at the jury might rephrase its questions in light of "the limitations about giving you new law in new areas that were never argued or brought forth with the witnesses" and consider whether it wanted fresh argument from counsel on disputed factual issues. It further stated that it would await guidance from the jury as to how it wanted to proceed. The jury sent a note stating that it had no questions, and later returned a verdict.

In our view, the trial court did not err. Although the trial court is obliged to provide additional instructions on "any point of law arising in the cause" (Code Civ. Proc. § 614), the trial court may not "give an instruction which lacks support in the evidence" (*LeMons v. Regents of University of California* (1978) 21 Cal.3d 869, 875). As

Witkin explains, "[an] instruction is erroneous if, though abstractedly correct as a statement of law, it is not within the issues developed by the evidence or reasonable inferences from the evidence." (7 Witkin, Cal. Procedure, *supra*, Trial, § 307, at pp. 360-361.) Here, the trial court's remarks properly expressed the concern that the jury's broad questions sought instructions beyond the scope of the evidence presented at trial. The trial court did not refuse the jury's requests, but instead manifested its openness to answering any questions within these limits. (See *Asplund v. Driskell*, *supra*, 225 Cal.App.2d at pp. 712-713 [trial court did not violate Code of Civil Procedure section 614 in asking whether jury could continue its deliberations pending arrival of reporter to read back requested testimony].)

Sandoval's reliance on *Bartosh v. Banning* (1967) 251 Cal.App.2d 378 is misplaced. There, the trial court improperly declined the jury's express request for an additional instruction on a principle of negligence central to the plaintiff's claims. (*Ibid.*) The trial court denied no such request here, In sum, the trial court did not contravene Code of Civil Procedure section 614.

Appendix A

DISPOSITION

The judgment is affirmed. Respondent is awarded its costs on appeal. **NOT TO BE PUBLISHED IN THE OFFICIAL REPORTS**

MANELLA, J.

We concur:

EPTSTEIN, P. J.

SUZUKAWA, J.

APPENDIX B — ORDER OF THE SUPERIOR COURT OF CALIFORNIA DENYING MOTION FOR NEW TRIAL DATED MAY 24, 2007

SUPERIOR COURT OF CALIFORNIA, COUNTY OF LOS ANGELES

DATE: 05/24/07

HONORABLE GREGORY W. ALARCON JUDGE

HONORABLE JUDGE PRO TEM
#7

P. MAPSTEAD, C.A. Deputy Sheriff

DEPT. 36

B. GREGG DEPUTY CLERK

ELECTRONIC RECORDING MONITOR

M. DOLZ, CSR#8424 Reporter

8:35 am BC345719

Plaintiff Counsel EMMANUEL C. AKUDINOBI *

Defendant Counsel ANN D. WU *

JOHN SANDOVAL
VS
LOS ANGELES COUNTY DPSS, ET AL.

Appendix B

I. INTRODUCTION

On January 11, 2006, Plaintiff John Sandoval ("Plaintiff") commenced this action against Los Angeles County, Esther Martinez, Priscilla Stallworth, and Rita Rigueroa ("Defendants") alleging (1) Retaliation in Violation of CA Govt. Code § 12940(h), (2) Retaliation in Violation of 42 U.S.C. § 1983, (3) Denial of Equal Protection in Violation of 42 U.S.C. § 1983, (4) Conspiracy to Interfere with Civil Rights in Violation of 42 U.S.C. § 1985(3), and (5) Wrongful/Constructive Discharge in Violation of Public Policy.

Plaintiff alleged Defendants wrongfully conspired to terminate Sandoval from his position with Los Angeles County Social Services. A jury trial was conducted and a verdict was rendered against Plaintiff. Following the verdict, Plaintiff has brought a motion for a new trial. Plaintiff offers five grounds for a new trial: (1) error in granting nonsuit on due process action, (2) error in not conducting a prompt voir dire juror #9 after a written letter expressing bias, (3) misstatement of law in giving jury an instruction on resignation, (4) irregularity in how the court answered a jury question during deliberation, and (5) error in use of a special verdict form.

II. LEGAL STANDARD

"A new trial is a re-examination of an issue of fact in the same court after a trial and decision by a jury, court, or referee." CCP § 656. Notice of a motion for new trial

must be filed within 15 days of notice of entry of judgment, and the court must rule on the motion within 60 days after notice of entry of judgment. CCP §§ 659, 660. The court may grant a new trial on all or part of the issues. CCP § 657. If the court grants a motion for new trial, the court must specify the ground upon which it is granted as well as the court's reason. Id. A motion for new trial may be granted if any of the following materially affected the party's substantial rights: irregularity in the proceedings, jury misconduct, accident or surprise, newly discovered evidence, excessive damages, insufficiency of the evidence, or error in law. Id.

III. DISCUSSION

A. Objections

Defendant has objected to portions of the declaration of Plaintiff's counsel. Defendant argues that the declaration lacks foundation and is vague and ambiguous. The court finds that these concerns go to the weight of the evidence and not to its admissibility.

The motion to strike is OVERRULED.

B. Error in Law

Error in law is grounds for a new trial. CCP § 657(7). The error must be prejudicial. 9 Cal. Proc. (4th), Appeal, § 408. Plaintiff alleges error in law as to the court's granting of nonsuit on the due process action, not

promptly conducting a voir dire of juror #9, and use of a special verdict form on resignation. The court granted a motion for nonsuit on Plaintiff's due process claim because he failed to present any evidence of an unconstitutional governmental custom or policy. A claim under 43 U.S.C. § 1983 requires evidence of an unconstitutional custom or policy. Ulrich v. City and County of San Francisco (9th Cir. 2002) 208 F.3d 968, 984. The county's resignation policy, as outlined by statute, allowed for the county to consider an employee resigned after mailed notice went unanswered. Los Angeles Municipal Code §§ 5.12.020, 5.12.030. The resignation policy is not unconstitutional and this was not a proper jury question. As Plaintiff did not present evidence of an unconstitutional policy, the nonsuit was correctly granted.

Plaintiff argues that the court erred in promptly conducting a voir dire of Juror #9. A party cannot await the outcome of a trial, then object and request a new trial. Sepulveda v. Ishimaru (1957) 149 Cal.App.2d 543, 547. Here, Plaintiff did not move to strike Juror #9 at trial. After inquiry by the court, Plaintiff chose not challenge this juror "at this late hour." Plaintiff cannot now benefit from this failure in a motion for a new trial.

Plaintiff argues that the court erred in the use of a special verdict form with a question about resignation. The court used a special verdict form that asked whether Plaintiff had resigned. The question used the language from the Los Angeles County Municipal Code. The issue of resignation was determinative to Plaintiff's

employment actions. The court found that Defendant's instruction accurately reflected the law of resignation and elected to give it the jury.

Thus, the court finds that there was no error in law.

B. Irregularity in Law

Irregularity in the proceedings of the court, jury, or party that prevents a fair trial is ground for a new trial. CCP § 657(7). Any departure by the court from the due and orderly disposition of an action where a party's rights are materially affected is an irregularity. Jacoby v. Feldman (1978) 81 Cal.App.3d 432, 446. Plaintiff argues that the court failed to answer a question posed by the jury. The jury presented the court with a question during deliberations regarding a letter from the Los Angeles Civil Service Commission. (Exhibit 31) The question had three parts and encompassed both factual and legal issues. The court stated that it could not answer these questions, but the jury was free to hear further argument on the factual and legal issues from counsel. The jury elected not to hear arguments. The court finds that it did not refuse to answer a jury question.

Thus, the court finds that there was no irregularity of law.

Appendix B

C. Insufficiency of the Evidence

Insufficiency of evidence to justify the verdict is ground for a new trial. CCP § 657(6). The trial court "should consider the proper weight to be accorded to the evidence and then decide whether or not, in its opinion, there is sufficient credible evidence to support the verdict." Dominguez v. Pantalone (1989) 212 Cal.App.3d 201. After reviewing the evidence, the court believes that the verdict could have been reached by a reasonable jury.

Thus, the court finds that there is no insufficiency of evidence.

IV. CONCLUSION

The court DENIES Plaintiff's motion for a new trial in its entirety.

Honorable Gregory W. Alarcon

Dated: May 24, 2007

APPENDIX C — ORDER OF THE COURT OF APPEAL OF THE STATE OF CALIFORNIA, SECOND APPELLATE DISTRICT, DIVISION 4 DENYING PETITION FOR REHEARING DATED JANUARY 6, 2009

IN THE COURT OF APPEAL OF THE STATE OF CALIFORNIA
SECOND APPELLATE DISTRICT
DIVISION 4

B200213

(Los Angeles County
Super. Ct. Nc. BC345719)

JOHN SANDOVAL,

Plaintiff and Appellant,

v.

LOS ANGELES COUNTY DPSS,

Defendant and Respondent.

THE COURT:

Petition for rehearing is denied.

APPENDIX D — ORDER OF THE SUPREME COURT OF CALIFORNIA DENYING PETITION FOR REVIEW FILED MARCH 25, 2009

IN THE SUPREME COURT OF CALIFORNIA

En Banc

JOHN SANDOVAL,

Plaintiff and Appellant,

v.

LOS ANGELES COUNTY DPSS et al.,

Defendants and Respondents.

The petition for review is denied.

APPENDIX E — LOS ANGELES COUNTY MUNICIPAL CODES

5.12.020 Resignation—Procedures and methods.

A county officer or employee resigns in any of the following ways:

A. 1. A county officer or employee who without prior authorization is absent or fails to discharge is regularly assigned duties for either three consecutive regular working days or for two consecutive regularly scheduled on-duty shifts, whichever may be applicable, shall be deemed to have resigned effective as of the end of the day of which he last performed any of the duties of his position; provided, however, an officer or employee shall not be deemed to have so resigned if he resumes the performance of his regularly assigned duties at the commencement of his next regular working day or on-duty shift following the expiration of the aforementioned period of absence or failure to discharge duties.

2. Within 20 calendar days after the effective date of such resignation, any officer or employee who has resigned pursuant to this subsection A may file with his appointing officer a written request for reinstatement. The appointing officer may reinstate such officer or employee if such appointing officer finds that there is good cause for the absence or failure to perform duties, such as bona fide illness, injury, or similar circumstances beyond the control of the officer or employee, and that such officer or employee is ready and able to resume the discharge of his duties. In the event an individual is so reinstated, such reinstatement shall constitute a retroactive leave of absence.

3. This subsection A does not apply to an elective officer or department head.

B. An elective officer or officer appointed by the board may resign by resignation in writing to the board and filed with the executive officer-clerk thereof. Such resignation shall be effective on the date designated therein.

C. Any other officer or employee may resign by tendering his resignation in writing to his appointing officer. Such resignation shall be effective on the date designated therein, and if no date is so designated it shall be effective immediately. (Ord. 9801 § 1, 1969: Ord. 4099 Art. 3 § 33, 1942.)

5.12.030 Resignation—Notice required when.

When a county officer or employee, without prior authorization, is absent or fails to discharge his regularly assigned duties for such period of time that it appears likely he intends to resign pursuant to subsection A of Section 5.12.020, the appointing officer of such affected officer or employee shall service upon that officer or employee, either personally, by telegraph, or by first class mail addressed to the most recent address furnished to the appointed officer by the affected officer or employee, a notice in writing stating that failure of the officer or employee to resume the discharge of his duties on or before the commencement of the working day stated therein shall constitute such resignation. Said notice shall be posted, delivered personally, or delivered

to the telegraph office at least 24 hours prior to the commencement of the working day specified in the notice. Failure to give such written notice shall not cause such resignation to be ineffective. (Ord. 9801 § 2, 1969: Ord. 4099 Art. 3 § 33.1, 1942.)

(2)

No. 08-1580

Supreme Court, U.S.
FILED
JUL 20 2009
OFFICE OF THE CLERK

In The

Supreme Court of the United States

JOHN SANDOVAL,

Petitioner,

v.

LOS ANGELES COUNTY DEPARTMENT OF PUBLIC SOCIAL SERVICES, et al.,

Respondents.

On Petition For A Writ Of Certiorari To The Court Of Appeal Of California, Second Appellate District

BRIEF IN OPPOSITION

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QUESTIONS PRESENTED

1. The Los Angeles County Code (1) provides that a County employee who is absent without authorization for three working days or two consecutive on-duty shifts is deemed to have resigned, and (2) directs the County to notify the employee that failure to resume working will be deemed a resignation, but (3) states that failure to provide notice will not vitiate the resignation. The California Court of Appeal ruled that the provision did not purport to do away with the County's due process obligation to provide notice and an opportunity to be heard *after* determining that the employee is deemed to have resigned. Does the Code provision present a due process issue for this Court to review?

2. A municipality may be liable under 42 U.S.C. § 1983 for the discharge of a public employee if it results from unconstitutional conduct by officials with policymaking powers. There was no evidence that the County's policymaking body, the Board of Supervisors, had delegated its policymaking authority to the subordinate official who terminated Petitioner's employment. Is there any basis for imposing section 1983 liability on the County?

3. This Court has consistently declined to apply the Seventh Amendment to state court proceedings. Petitioner asks the Court to impose a duty on state courts under the Seventh Amendment to inquire into juror misconduct sua sponte. Is there any reason for the Court to depart from its previous decisions and apply the Seventh Amendment as Petitioner requests?

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TREATISE

Charles Alan Wright, Arthur R. Miller, Edward H. Cooper, *Federal Practice & Procedure* § 4019 (2d ed. 1989) 6

OPINIONS BELOW

A portion of the California Court of Appeal's opinion (Pet. App. 1a-45a) is reported at *Sandoval v. Los Angeles County Dept. of Public Social Services*, 87 Cal. Rptr. 3d 334 (2008), *review denied* (Cal. 2009). The Los Angeles Superior Court's decision denying Petitioner's new trial motion (Pet. App. 46a-51a) is unreported.

JURISDICTION

The California Court of Appeal entered its judgment on December 19, 2008. The California Supreme Court entered an order denying discretionary review on March 25, 2009. (Pet. App. 53a.) The petition for a writ of certiorari was filed on June 23, 2009. The jurisdiction of this Court is invoked under 28 U.S.C. § 1257(a).

STATEMENT OF THE CASE

Background facts

The Los Angeles County Department of Public Social Services discharged Petitioner from his position as an eligibility worker. The County Civil Service Commission ordered him reinstated once his pending workers compensation case was resolved, and he was declared fit to return to work. (Pet. App. 4a-5a.) The Department sent Petitioner three notices that asked

him to report to work, the final one of which stated that he would be deemed to have resigned under the County Code if he did not return by a date certain. The notices were directed to the address of record that Petitioner had provided to the Department. Petitioner did not report as requested, and the Department deemed him to have resigned. (Pet. App. 5a-9a.)

Petitioner reported for work eight months later, after final disposition of his workers compensation case, but the Department told him that he was deemed to have resigned for failure to respond to the three notices. He claimed that he never got the notices because he had moved from his address of record. (Pet. App. 6a.)

Petitioner filed a lawsuit in the Los Angeles Superior Court, which included a claim under 42 U.S.C. § 1983 that the County had deprived him of due process of law. That claim (which did not name any individual defendants) provides the basis for the present petition.

The County Code "deemed resigned" provision

Los Angeles County Code section 5.12.020 (*see* Pet. App. 54a-55a) provides that a County employee "who without prior authorization is absent or fails to discharge [h]is regularly assigned duties for either three consecutive regular working days or for two consecutive regularly scheduled on-duty shifts . . . shall be deemed to have resigned effective as of the

end of the day of which he last performed any of the duties of his position." Anyone deemed to have resigned under that provision may obtain reinstatement by showing a reason beyond his control for the absence. An employee may also seek relief from the Civil Service Commission if he claims that his resignation was obtained by fraud, duress or undue influence.[1]

Section 5.12.030 (*see* Pet. App. 55a-56a) requires the "appointing officer" for an employee affected by the "deemed resigned" provision to serve the employee with a notice stating that failure to return to work shall constitute a resignation. The section also states that failure to give such written notice "shall not cause such resignation to be ineffective."

The California Court of Appeal, relying on a California Supreme Court decision,[2] recognized that due process principles require notice and an opportunity to be heard before a public employer may deem an employee to have resigned because of unauthorized absences. (*See* Pet. App. 15a-17a.) According to the Court of Appeal, the absence of express procedural protections in the deemed resigned statute did not invalidate the statute, because the statute did not instruct County officials to ignore their due process obligations. The statute may be invoked to deem an employee resigned, so long as due process requirements

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[1] L.A. County Code § 5.12.040.

[2] *Coleman v. Department of Personnel Administration*, 805 P.2d 300 (Cal. 1991).

are otherwise met. (*See* Pet. App. 20a-22a.) Petitioner did not contend, and there was no evidence, that the County had a custom or policy of denying employees subject to automatic resignations the procedural protections required by the due process clause. (*See* Pet. App. 22a, n. 14.)

Facts related to the policymaker issue under section 1983

California law makes a county's Board of Supervisors the body authorized to promulgate rules and policies regarding county employees.[3] To support an argument that the Los Angeles County Board of Supervisors had delegated its policy-making power, Petitioner called a County employee who testified that her superior decided to terminate Petitioner, and that the superior received his authority from the Director of the Department. There was no evidence of any action by the Board of Supervisors to delegate its policy-making power, or to ratify Petitioner's discharge. (*See* Pet. App. 23a-24a.)

Alleged juror misconduct

Petitioner sought a new trial on the ground that two jurors supposedly concealed biases during voir dire, and later disclosed them in letters to the trial

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[3] *See Marcario v. County of Orange*, 65 Cal. Rptr. 3d 903, 910 (Cal. Ct. App. 2007).

court. One of the jurors also openly read a newspaper during the presentation of evidence. The trial court denied the new trial motion on the ground that Petitioner's attorney had not raised a material challenge during the trial, when there was a chance to cure any misconduct that may have taken place. (Pet. App. 48a-50a.) The California Court of Appeal agreed. (Pet. App. 37a-41a.)

ARGUMENT

1. The County Code deemed resigned provision does not raise a due process issue suitable for this Court's review

Because Petitioner only named the County as a defendant in his section 1983 claim, he was required to prove that an official County policy or custom deprived him of due process in order to prevail.[4] Although he argued that the County Code provisions constituted such a policy, the California Court of Appeal did not interpret the provision as Petitioner contended. The court ruled that the failure of the statute to specify a notice and hearing procedure was not a direction to County officials to dispense with such a procedure, and, therefore, was unrelated to the notice requirement of due process.

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[4] *Monell v. Department of Social Services of City of New York*, 436 U.S. 658, 690-95 (1978).

According to the Court of Appeal: "Nothing in section 5.12.030 – including the final sentence – purports to relieve the employer of the duty to provide the employee with notice and an opportunity to challenge the employer's factual determinations after the employer has found that the factual basis for a resignation exists, namely, that the employee has been absent for the pertinent period." (Pet. App. 21a.) Therefore, under the state law applied by the Court of Appeal, the County Code provision is not a policy that could deprive Petitioner of due process.

Because the state court determined that the provision does not require or authorize County officials to ignore their due process obligations, there is an adequate and independent state ground for the decision.[5] As the authors of the preeminent treatise on federal practice and procedure have explained: "Review is thus precluded if state substantive law is sufficient to support the judgment no matter how the federal question is resolved, or if the state courts have found adequate procedural reasons for refusing to decide the federal question."[6] There is no basis for this Court to review the constitutionality of the

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[5] *Michigan v. Long*, 463 U.S. 1032, 1040 (1983) ("Respect for the independence of state courts, as well as avoidance of rendering advisory opinions, have been the cornerstones of this Court's refusal to decide cases where there is an adequate and independent state ground").

[6] Charles Alan Wright, Arthur R. Miller, Edward H. Cooper, *Federal Practice & Procedure* § 4019 (2d ed. 1989).

County Code provisions, because state substantive law is sufficient to support the Court of Appeal's judgment.

2. The Petition does not raise a substantial question as to municipal liability under 42 U.S.C. § 1983 for the termination of Petitioner's employment

Although actions by municipal policy makers may satisfy the requirement for proof of government action under section 1983, "[m]unicipal liability attaches only where the decisionmaker possesses final authority to establish municipal policy with respect to the action ordered."[7] In the County of Los Angeles, the Board of Supervisors is the body authorized by state law to set policy on personnel matters.[8] As the California Court of Appeal has explained, "civil service rules, adopted by the county's board of supervisors pursuant to the California Constitution and the County's Charter, have the force and effect of law, and give the County the exclusive right to . . .

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[7] *Pembaur v. City of Cincinnati*, 475 U.S. 469, 483-84 (1986).

[8] *Hyland v. Wonder*, 117 F.3d 405, 414 (9th Cir. 1997) ("Under California law, a city's [or county's] Charter determines municipal affairs such as personnel matters"), citing *City and County of San Francisco v. Patterson*, 248 Cal. Rptr. 290, 294-95 (Cal. Ct. App. 1988). *See also Bouman v. Block*, 940 F.2d 1211, 1230-31 (9th Cir. 1991).

determine the methods, means and personnel by which the county's operations are to be conducted."[9]

Petitioner contends that the Board of Supervisors delegated its powers to the Director of the Department, making him a decision maker who could set County policy. The Court of Appeal rejected that argument because Petitioner did not identify any evidence that the Board had in fact delegated its policymaking authority. (Pet. App. 24a.) The Petition points to a County Code provision that defines "management employee,"[10] but does not explain how that definition constitutes a delegation of policymaking authority.

In any event, Petitioner's arguments on the issue do not identify an important federal question that warrants this Court's review. Petitioner argues that the Court of Appeal is wrong, and that he did provide sufficient evidence of delegation. That is at most a

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[9] *Marcario*, *supra*, 65 Cal. Rptr. 3d at 910, citing *DeCuir v. County of Los Angeles*, 75 Cal. Rptr. 2d 102, 105-06 (Cal. Ct. App. 1998).

[10] County Code § 5.04.030(L) states:

> "Management employee" means any employee having significant responsibilities for formulating and administering county policies and programs, and includes the chief administrative officer, department heads, and any other employees who are so designated by the director of personnel based upon the recommendation of the department head or department heads concerned. For the purpose of this chapter, such persons shall not exceed two percent of the total number of full-time employees of the county.

request that the Court correct a state court error in assessing the evidence, and not a request to resolve an important unsettled issue of constitutional law.

3. Petitioner's arguments concerning alleged juror misconduct do not raise an important constitutional question

For well over a century, this Court has ruled that the Seventh Amendment only governs proceedings in federal courts, not those in state courts.[11] State courts are free to regulate trials by jury under their own standards and rules. Petitioner has not provided any compelling reason for the Court to reconsider its long-standing approach.

Although the Court has recognized that due process requires an impartial jury, the applicable standard has been established for some time,[12] and is

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[11] *Gasperini v. Center for Humanities, Inc.*, 518 U.S. 415, 432 (1996) ("The Seventh Amendment, which governs proceedings in federal court, but not in state court"); *Minneapolis & St. L.R. Co. v. Bombolis*, 241 U.S. 211, 217 (1916) ("the 7th Amendment applies only to proceedings in courts of the United States, and does not in any manner whatever govern or regulate trials by jury in state courts, or the standards which must be applied concerning the same"); *Walker v. Sauvinet*, 92 U.S. 90, 92 (1875) ("The States, so far as this amendment is concerned, are left to regulate trials in their own courts in their own way").

[12] *Smith v. Phillips*, 455 U.S. 209, 217 (1982) ("Due process means a jury capable and willing to decide the case solely on the evidence before it, and a trial judge ever watchful to prevent prejudicial occurrences and to determine the effect of such occurrences when they happen"); *McDonough Power Equipment,*

(Continued on following page)

quite deferential to the trial courts' assessments of misconduct.[13] Petitioner would like the Court to establish a rule that judges presiding over state court civil trials must *sua sponte* inquire into evidence of possible juror misconduct as soon as they become aware of it, but cites no authority from this Court that would support such a rule. Indeed, in *Smith*, the Court ruled that, even in a criminal case, due process is satisfied by a post trial inquiry into juror misconduct.[14]

Inc. v. Greenwood, 464 U.S. 548, 554 (1984) ("One touchstone of a fair trial is an impartial trier of fact – 'a jury capable and willing to decide the case solely on the evidence before it' ").

[13] *McDonough Power Equipment, supra*, 464 U.S. at 552 ("Trials are costly, not only for the parties, but also for the jurors performing their civic duty and for society which pays the judges and support personnel who manage the trials. It seems doubtful that our judicial system would have the resources to provide litigants with perfect trials, were they possible, and still keep abreast of its constantly increasing case load.")

[14] *Smith, supra*, 455 U.S. at 218 ("It seems to us to follow 'as the night the day' that if in the federal system a post-trial hearing such as that conducted here is sufficient to decide allegations of juror partiality, the Due Process Clause of the Fourteenth Amendment cannot possibly require more of a state court system").

CONCLUSION

Petitioner believes that the California Court of Appeal made errors. Although he would like this Court to correct them, he has not identified any issues that warrant this Court's review. His due process attack on the Los Angeles County Code is barred by an adequate and independent state ground for the decision, because the state court ruled that the challenged provision did not purport to do away with the notice and hearing required by due process. His request for review of the state court's ruling on delegation of policy-making authority does not raise an important or novel issue. His suggestion for imposing a federal jury misconduct standard on state civil proceedings through the Seventh Amendment lacks any legal support. The Court should deny the Petition.

Respectfully submitted,

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